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REPORT
BY
HIS BRITANNIC MAJESTY'S GOVERNMENT
ON THE
ADMINISTRATION OF
'IRAQ
FOR THE PERIOD
APRIL, 1923—DECEMBER, 1924.

(For Report for the period April, 1922, to March, 1923, see
Non-Parliamentary Publication, Colonial No. 4, June, 1924.)



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I. SURVEY OF THE PERIOD.

1. Outline of Political Developments.

GENERAL POLITICAL SITUATION.

The year and nine months under review is perhaps the most satisfactory period which has yet been recorded in these reports. Although it does not end with the final settlement of all the major problems, internal and external, which confront the 'Iraq State, it has witnessed on the part of the 'Iraq Government a determination to seek right solutions and on the part of the people a willingness to accept them.

At the beginning of the financial year 1923-24, the country had recently recovered from the crisis of the preceding August, when the agitation among the Arab extremists against the British Mandate for 'Iraq had culminated on the anniversary of King Faisal's accession in a public insult to the High Commissioner. The belief was still prevalent that Great Britain designed to rule behind an Arab façade, and the twenty years' period of tutelage prescribed by the treaty of alliance between Great Britain and 'Iraq, signed in October, 1922, confirmed this belief. The cry of the extremists was that the real masters of the country were still the British officials and that the Arab Government was a sham. Revenue had been difficult to collect, and a deficit of about 80 lakhs of rupees was apprehended in the accounts of the financial year 1922-23. The people and Government were doubtful of the intentions of Great Britain in regard to the claims on Mosul which the Turks, emboldened by their recent victory over the Greeks, had actively pressed at the first Conference at Lausanne, and this doubt had cast a blight upon all public affairs. It had been fostered by the press agitation in Great Britain against the acceptance of the 'Iraq mandate. The presence of Turkish

irregulars at Ruwandiz, in Southern Kurdistan, well within the pre-war frontiers of 'Iraq, and the concentration of Turkish regular troops at Nisibin and Jazira-ibn-'Umar, to the north of Mosul, had spread unrest along the frontier, and especially in the Sulaimaniya division, where the religious leader, Shaikh Mahmud, brought back from exile in the previous year, was agitating for an independent Kurdistan and intriguing with the Turks for support. The hesitations of British policy in the face of this Kurdish nationalist programme had filled the minds of the young Arabs with suspicion of our intentions, and it was widely believed that we contemplated the creation of a Kurdish belt, under permanent British control, which would perpetually dominate, from the mountains, the Arab population of 'Iraq. The same suspicion was felt in regard to the aspirations of the Assyrians for independence. The leading Persian divines of the Shi'ah sacred cities in 'Iraq had taken advantage of this general atmosphere of suspicion and unrest, and had promulgated decrees forbidding the participation in the elections for the Constituent Assembly of the Shi'ahs, who form a little more than a half of the inhabitants, on the ground that the Assembly would be forced to accept, in the name of the nation, a puppet Government subject to foreign domination. In consequence, the elections, which had started in October, 1922, had hung fire and had been allowed to collapse, and the Constituent Assembly had not been able, as had been intended, to meet in January, 1923, for the purpose of ratifying the treaty of alliance between Great Britain and 'Iraq and laying down the lines of the future constitution. There was, in fact, a serious danger of perpetual deadlock. At the same time the transfer of the command of the British military forces in 'Iraq to the Air Officer Commanding had only recently been carried out, and it was still doubtful whether the increased and reorganised Air Force, supported by a reduced garrison of "ground troops," would be able to deal with the menace on the northern frontiers and the secular insubordination of the Arab tribes on the Euphrates. Among these tribes a powerful party had arisen which had set itself in opposition to the government of King Faisal and pretended, for its own purposes, to desire a return of direct British rule. This was a factor most embarrassing to the British representative in 'Iraq, since, on the one hand, the adoption by us of a severe attitude towards the malcontents was alleged to be tantamount to the abandonment of our special adherents, whilst, on the other hand, any tenderness towards them was misinterpreted as encouragement of sedition against the 'Iraq Government, with the object of maintaining British influence in the country.

Effect of the Administrative Inspectors Law.

The first necessity of this situation was to convince the politically-minded part of the 'Iraq people of the disinterested attitude of Great Britain and to disabuse them of the suspicion

that she was aiming at the perpetual domination of 'Iraq. The Administrative Inspectors Law, which had been promulgated in January, 1923, went a long way towards achieving this end. It made it clear that the whole executive of the country was to be in the hands of 'Iraq officials and that British officers would enjoy only powers of inspection and advice. The law was warmly received by the Arabic press, and it has during the past year secured the most harmonious relations between 'Iraqi and British officials. Its effect was reinforced by the publication of the protocol to the treaty.

Retirement of Sir Percy Cox.

Sir Percy Cox had come back from his conference with His Majesty's Government in London on 31st March, 1923. He took leave on 4th May and relinquished his office as High Commissioner on 15th September, 1923, up to which date it fell to Sir Henry Dobbs to act for him. When he resigned, Sir Henry was appointed to succeed him. During the month of April, although he was actually present in Baghdad, he took no active part in affairs except those connected with the acceptance by the 'Iraq Government of the protocol. It was signed on 30th April, 1923, by Sir Percy Cox, on behalf of the British Government and by the Prime Minister, 'Abdul Muhsin Beg al Sa'dun, on the part of the 'Iraq. The official announcement of its conclusion was made on 3rd May, the day before Sir Percy Cox took ship from Mohammerah. King Faisal's message to his people appeared on 5th May and the farewell message from Sir Percy Cox was telegraphed from Basra and published on 6th May.

The withdrawal from 'Iraq of one who from the outbreak of the war with Turkey had followed, and for the greater part of nine years had guided, the fortunes of the country, was the occasion of spontaneous demonstrations of affection and regret. More significant than official banquets and municipal presentations were the simple entertainments offered by private persons who had learnt during the years of his residence in the country to count on his personal friendship, and to rely on the firm hand which had supported the State. His name, which even during the first years in Basra had passed into a household word, will ever be associated with the birth of the 'Iraq Kingdom under the sheltering care of the Government which he represented and served.

Effect of the Protocol.

The purpose of the protocol was to cut down the period of the treaty between Great Britain and 'Iraq from twenty years to four. It is true that the more far-sighted people feared that the period was too short to enable 'Iraq to stand upon her own feet, and that the so-called pro-British sections of the population, especially some of the Euphrates tribes, the inhabitants of Basra and the Assyrians of Mosul, professed to regard this decision as a betrayal

of their interests. But the politicians of Baghdad and Mosul, whose influence upon the country people is far more powerful than is generally admitted, welcomed it with great enthusiasm, and even King Faisal and his Ministers, while expressing constant gratitude for the support and favours received in the past, were undisguisedly delighted that a near term had been put to authoritative control by Great Britain of their affairs. The way was now cleared for genuine co-operation between the British and 'Iraqi officials, and it only remained to convince the people that Great Britain was prepared to follow a policy not merely of abstention from undue interference, but also of active support and friendship.

Steps taken to counter the Turkish Threat.

The next step was the restoration of general confidence in face of the threat implied by the concentration of Turkish troops on the northern frontier. For this purpose a force, composed partly of British and partly of 'Iraq troops had moved up to Mosul in January, 1923, as related in the previous annual report ; His Highness the Amir Zaid, brother of King Faisal, had taken up his residence there and had superintended the formation of a force of Arab irregulars. This demonstration, combined with the firm stand taken up by the British representative at Lausanne against Turkish pretensions, had had an immediate effect over the whole country, and telegrams and addresses had poured in from all parts expressing the determination of the people to resist any Turkish encroachment. The military preparations served their purpose and the threatening movements of Turkish troops near the northern frontier ceased, but Turkish irregulars remained at Ruwandiz and the capture of their commander's correspondence revealed immediate plans for a Kurdish rising with the co-operation of Shaikh Mahmud of Sulaimaniya. To forestall such a combination, Shaikh Mahmud's headquarters had been bombed from the air and he had taken to the mountains. It was now time to complete the pacification of the frontier by the re-occupation of Ruwandiz. Two columns of troops advanced on the town which the Turkish irregulars and their leader, Euz Demir, evacuated without fighting on 22nd April, 1923, two days before the second conference of Lausanne began its sittings.

Effect on Mosul.

In the north, where the population, intimidated by the presence of Turkish forces near the frontier, had shown a natural tendency to keep a foot in both camps, this series of events solved what difficulties had lain in the path of the Government in the matter of holding elections. On 21st May, King Faisal paid a state visit of three days to Mosul, where the Amir Zaid was still in residence. His Majesty was received, as on former occasions, with a welcome of the most loyal character ; the town was

decorated by day and illuminated by night and from all sides he was given assurance of the determination of the inhabitants to hold to their union with the 'Iraq. At a farewell banquet given to him by the notables, His Majesty, in a speech of great eloquence, thanked them for their devotion to the throne and, while expressing his hope that the Arabs might live in friendly neighbourhood with the Turks, he vigorously denied the claims of the latter to any part of 'Iraq territory. He went on to urge the necessity for summoning the Constituent Assembly, and he ended with the expression of his thanks to Great Britain for the help extended to the Arab State.

Re-Issue of the Fatwahs Condemning Elections.

So favourably had His Majesty been impressed by the spirit of the Northern Division that on his return to Baghdad he gave it as his opinion that elections could be held there at once with every hope of success. The next step was to put an end to the agitation of the reactionary Shi'ah divines. The *mujtahids* re-issued early in June their decree forbidding participation in the election of the Constituent Assembly and the King found himself unable to induce either the '*ulama* or the Shi'ah notables of the middle Euphrates to pledge their assistance to Government. That the attitude of the Shi'ah divines was closely linked with Turkish propaganda was abundantly proved by a *fatwah*, which had been posted in the mosque of Kadhimain on 12th April, bearing the signatures of three principal mujtahids, Mirza Husain al Nayini, Shaikh Hasan al Ispahani and Shaikh Mahdi al Khalisi. It prohibited the defence of 'Iraq against the Turks, but it fell unheard in the reverberation of the Ruwandiz operations.

The policy of the '*ulama* was no doubt directed to an object no different from that which they had ever had in view in Turkish times. A strong central government is abhorrent to a priesthood whose ambition it is to establish their authority as final in temporal as well as in spiritual affairs. Persians by birth and nationality, though resident in 'Iraq, they regard the subservience of the civil arm to the religious leaders in their native country as the ideal to be aimed at in the land of their adoption. With intent to embarrass the 'Iraq Government, envenomed reports were put about by their followers. On the one hand it was hinted that the '*ulama* wished to eliminate the King in favour of a republic, or even of a return to direct British control; on the other it was indignantly whispered that the country was still groaning under martial law and that the freedom necessary for the holding of elections was denied. Preposterous as the latter statement was, it was so frequently the subject of subtle insinuations in the vernacular press that the High Commissioner found himself constrained to issue an official dementi, pointing out that at no time since the establishment of the provisional national government, in November, 1920, had any form of martial law prevailed.

in 'Iraq, that courts constituted by law had administered the law of the land without interference from, or subjection to, the military authorities, and that the ordinary course of civil administration had never suffered interruption.

King Faisal's Visit to Southern 'Iraq.

On 18th June, His Majesty the King left Baghdad to tour the southern Divisions. He proceeded to Basra by the Tigris, stopping at Kut and at 'Amara. Everywhere he was received with enthusiasm, and at Basra the demonstrations of welcome were truly splendid. He returned by Nasiriya, Diwaniya and Hilla, and was warmly greeted in all places. On every occasion, public and private, he represented to his subjects the danger of further delay in carrying out elections. He also directed his efforts to obliterating from the mind of the tribesmen the impression that the present 'Iraq Government was a government of *effendis*, hostile to tribal interests, and he paid special attention to the importance of maintaining the existing system of deciding tribal disputes by tribal arbitration. He returned to Baghdad on 29th June.

During his absence the anticipated crisis had been reached and safely weathered.

Banishment of Shaikh Mahdi al Khalisi.

On 21st June, a young *saiyid*, nephew of Shaikh Mahdi al Khalisi, the notorious *mujtahid* of Kadhimain, was arrested while attempting to post a copy of the latest anti-election *fatwah* on the door of the Kadhimain mosque. Thereupon, a small crowd gathered and endeavoured to secure his release by force; sufficient resistance was offered to necessitate the despatch of other constables to the assistance of those who had made the arrest before the *saiyid* could be taken to the police station. While he was being examined there, a report was received that a son of Shaikh Mahdi had attempted to post on the mosque door another copy of the *fatwah*, and that the police who tried to arrest him had at his instigation been assaulted by the populace and severely handled. The Assistant Commandant of Police, an Arab officer, then took out a body of constables and dispersed the crowd which had assembled in and round the mosque. Later, the two sons of Shaikh Mahdi were arrested, together with another *saiyid* who had played a prominent part in the incident. On 23rd June, Shaikh Mahdi directed that the bazaar in Baghdad should be closed as a protest against the arrest of his sons, but the order was obeyed by a few shopkeepers only and no demonstrations took place.

Although no serious breach of the peace had occurred, the incident, falling as it did while the King was actually engaged in an election campaign in the provinces, brought the authority of Government into definite and open conflict with the influence of

the 'ulama. Should the writ of the King and his Government or that of alien *mujtahids* run in the land? The Council of Ministers, armed with an amendment in the penal code which had been passed on 9th June, giving the 'Iraq Government the right to deport foreigners for political offences, and relying on the fact that the Khalisi family are Persian subjects, resolved to vindicate the authority of Government. An official communiqué was issued to the press condemning in strong terms the action of the 'ulama in using the holy shrines as centres of political propaganda and affirming the Government's determination to fulfil its obligation to summon the Constituent Assembly. At the same time a telegram was despatched to the King, who was in Basra, asking that the Council should be empowered to arrest Shaikh Mahdi and his sons under the provisions of the law. His Majesty telegraphed his consent and Shaikh Mahdi was arrested in his house at Kadhimain during the night of 25-26th June. He and his two sons, Hasan and 'Ali, together with his young nephew, 'Ali Taqi, were despatched to Basra by special train and sent by boat to Aden whence it was anticipated that they would go to Mecca for the pilgrimage. This they subsequently did.

Departure of Persian 'Ulama from Najaf.

The Persian 'ulama of Najaf alone attempted a protest against the vigorous action of the Prime Minister, 'Abdul Muhsin Beg, and his cabinet. At their order the bazaars of Najaf were closed on 27th June and under the leadership of the two principal *mujtahids*, Saiyid Abul Hasan al Ispahani and Mirza Husain al Nayini, a large party of *saiyids* and theological students set out for Karbala, with the intention of organizing a general exodus of Shi'ah priests to Persia. Many turned back on the way and eventually only about fifty persons, including the two *mujtahids*, arrived at Karbala on 29th June. The Ministry of Interior telegraphed to the *Mutasarrif* directing him to assure the 'ulama generally that the Government intended to take no action against them and that, provided that they abstained from interference in politics, they would continue to be the object of reverence and respect. When, however, nine important 'ulama, with twenty-five relatives, servants and students, persisted in their determination to leave the country, every facility was offered them by the 'Iraq Government for the performance of their journey in comfort. They were provided with a special train to Khanaqin and they crossed the Persian frontier on 3rd July. The whole party went as far as Kermanshah, where they halted to await developments.

As far as 'Iraq was concerned they waited in vain. Their departure and even the deportation of Shaikh Mahdi aroused scarcely any comment. The Sunni north evinced some satisfaction that the Government had at length awakened to a sense of its responsibilities; the Shi'ah tribes showed no desire to step forth.

in defence of their religious leaders, indeed their attitude was mainly one of indifference. It is seldom that an Oriental government is criticised for adopting strong measures, either wrongly or rightly, strength being in the popular mind the criterion by which governments are measured ; but in this case the action of the King and his Council coincided with the trend of public opinion. The Arab, whether he be Shi'ah or Sunni, is not submissive to the order of his clergy when they step beyond their religious rôle, and the 'Iraq tribes in particular had not forgotten the lesson of 1920, nor the disastrous consequences of having rushed, at the dictate of the *mujtahids*, into open revolt against the civil authority. Such uneasy confidence as they may have had in the political wisdom of men of religion had been rudely shaken during that year.

Sojourn in Persia and Return of the 'Ulama with the exception of Shaikh Mahdi.

The conclusion of this instructive episode may here be suitably described. The Persian Government took up, perhaps with some reluctance, the cause of the *mujtahids*. The position of the latter was somewhat ludicrous : they had thrown a bomb which had not exploded, but in throwing it they had dislodged themselves. Notwithstanding the reverence accorded to them in Persia, there was no denying the fact that they had condemned themselves to homeless exile, while the ungrateful country to which they had so peacefully and profitably devoted their religious labours exhibited a callous indifference to their plight. And, on top of all, here was the Persian Government engaged in making protests which, as the *mujtahids* were painfully conscious, would only embitter the dispute and harden the heart of the 'Iraq Government against them. So loud, however, did the artificial agitation in Persia resound, that His Britannic Majesty's Minister in Tehran flew down to Baghdad, on 22nd July, to attempt to arrive at a solution. He encountered a front of adamant on the part of the King and his Ministers, but he returned to Persia, on 29th July, with an assurance that the 'Iraq Government would be disposed to consider favourably a suggestion that the '*ulama* should be allowed to return after the Constituent Assembly had finished the work for which it was being called together.

The '*ulama* duly proceeded on their way and ultimately alighted in the city of Qum, south of Tehran. Early in September it was learnt that two of their number were about to return to 'Iraq, it was believed with the intention of proposing terms to His Majesty for the return of their colleagues. After some debate, permission was given to visa their passports. They reached Kadhimain on 12th September, almost unnoticed, and at once proceeded to their home in Najaf, since when history has nothing further to record of them.

In October, Shaikh Mahdi al Khalisi, returning from his pilgrimage, disembarked at Bushire and proceeded to Qum. Never on easy terms with the two chief *mujtahids*, Abul Hasan and Mirza Husain al Nayini, he did not endear himself further by an attempt to win the gratitude of the Persian Government by issuing a *fatwah* from Shiraz, decreeing that the fifth of their income due from all Moslems to the *mujtahid* body should in future be paid into the Persian treasury for expenditure on Persian armed forces. After his arrival at Qum there were many rumours of bickerings between him and the divines who had gone into exile for his sake, and while he devoted himself to comparatively unimportant propaganda against the British Government, the 'Iraq Government and King Faisal, the voluntary exiles exhibited growing signs of a desire to make their peace with 'Iraq and be permitted to return. With the accession of the 'Askari Cabinet to office, in November, 1923, the Shi'ahs of 'Iraq made a general movement of reconciliation with the Government, and in February, 1924, it was decided, with the concurrence of the High Commissioner, that there was no objection to the return of the *mujtahids*, with the exception of Shaikh Mahdi, provided they gave undertakings to His Majesty that they would refrain from interference in politics. Their exile, though it was self-chosen, formed a deep-seated cause of estrangement between the Persian and 'Iraq Governments; the flow of students and pilgrims from Persia had been interrupted, and not only the holy cities, but also the railway system of 'Iraq were straitened for lack of the money which the pilgrims were accustomed to expend in the country. Moreover, it was felt, and as it proved rightly felt, that at any rate for the moment the power of the *mujtahids* for evil had been shorn to the roots by their foolish act of protest and subsequent repentance. They were accordingly allowed to return on condition that they refrained from taking part in politics, and they made an unobtrusive re-entry into 'Iraq on 22nd April, 1924. Shaikh Mahdi al Khalisi withdrew in indignation to Meshed there to continue to give vent to empty thunderings.

The 'Iraq Government is to be congratulated on a firmness of purpose which ended in a victory over the turbulent Persian clergy, quite as conspicuous as any which had been won on previous occasions by the Ottoman Government. The strong measures taken in June bore immediate fruit in the progress of the elections.

Resumption of Elections.

The 'Iraq Government lost no time in following up the advantage it had gained in its struggle with the *mujtahids*. On 7th July, 1923, the Council of Ministers decided to proceed with the interrupted elections as from 12th July. Acting on this resolution, the electoral machinery was set in motion by the Ministry of Interior, and worked with smoothness.

Some slight reluctance to register was experienced at first among the primary electors of Kirkuk and Arbil on account of the old fear that registration was a preliminary to conscription, but these doubts were set at rest. On the occasion of a subsequent visit to Kirkuk, the High Commissioner found that the only cause for hesitation in participating in the elections was an uncertainty as to whether the special conditions accorded to the Liwa when the inhabitants accepted inclusion in 'Iraq would thereby be jeopardized. These privileges were that Kirkuk should retain its own language, Turkish, as the official language; that its officials should be local men, and that their appointments should be subject to the concurrence of the High Commissioner. His Excellency assured them that these would not lapse unless the inhabitants decided voluntarily to dispense with them, and a definite promise to the same effect from the Ministry of Interior was put on record. Under the guidance of an able and influential mayor, of Turcoman origin, the elections were carried through without further difficulty.

After the return of His Majesty from 'Amman, where he paid a visit to His Highness the Amir 'Abdullah from 27th July to 4th August, the High Commissioner went on tour in the southern part of 'Iraq from 6th August to 24th August, and, beyond certain small discrepancies of procedure, found that progress was satisfactory from Baghdad to Basra. He made it clear to the people at numerous public receptions and in private discussions that the British and 'Iraq Governments were united in purpose and especially that they were agreed in desiring a full participation of the tribesmen in the government of the country. The conviction which was spread among the rural population to this effect is reported to have played a large part in facilitating the elections.

Tribal Registration.

Some delay was caused by uncertainty as to tribal registration. Under the Turkish regime the tribes had never been known to take part in elections, but His Majesty's Government felt that, in a body the work of which was of such vital importance as would be that of the Constituent Assembly, the very large tribal section of the community, embracing most of the agrarian population, should be duly represented. The insertion into the Electoral Law of a clause giving the tribes a minority representation of twenty on the analogy of the minority representation accorded to the Jewish and Christian communities was therefore insisted upon. It was always intended, however, that if individual tribal cultivators wished to register as primary voters with the urban population, they were entitled to do so. This intention was not fully understood and serious discrepancies in registration in the different liwas were the result. The point was referred to the Ministry of Justice and, on 9th August, was brought before the Council of Ministers who correctly resolved that the right to

special representation did not prevent tribesmen, other than pure nomads, from being registered in the same manner as the townspeople. The decision was of great importance for it was clear that if the shaikhs took advantage of it the rural electors would outnumber the urban. This was, in fact, what occurred; the shaikhs registered their tribesmen by thousands and the elections assumed a character unknown under Ottoman rule, when not a tribal vote was recorded, or a tribal or Shi'ah representative returned to the Constantinople Chamber from a population of which half professed the Shi'ah tenets, while the vast majority of the agrarian population was tribal in its social organization.

Dissolution of the Hizb al Hurr.

The resolution of the Council of Ministers resulted, incidentally, in the break up of the moderate party, the Hizb al Hurr, which had been formed in July, 1922, under the presidency of the eldest son of the Naqib, to carry on the principles of the Naqib's Cabinet, namely, the conclusion of a treaty with Great Britain and the holding of elections for the Constituent Assembly. On 4th August, 1923, the party published an announcement that it was the duty of its members to participate in the resumed elections, but on 22nd August the Baghdad Committee communicated to the press a letter which had been addressed to the Ministry of Interior protesting against the registration of tribesmen on the electoral rolls. This step was all the more unreasonable because the party owed its weight to the adherence to it of tribal leaders whose interests were obviously served by tribal registration. It was due mainly to the ineradicable traditions of Turkish rule from which the elder men among the city notables could not be turned. The criticism of the local press was too forcible to be faced. The Committee decided to close down the party, and committed *hari kirri* by issuing an injunction to the members of the party that they should not take part in the elections. The registration of tribesmen nevertheless continued unchecked.

Modifications in the Distribution of Deputies.

As occasion demanded, certain modifications were introduced into the Electoral Law regarding the apportioning of members to the divisions into which Iraq is administratively divided. In Kirkuk requests for permission to register had been received from Sulaimaniya and acceded to, but on the re-constitution of the Sulaimaniya Division in March, 1924, a proportion of deputies was assigned to it in accordance with the number of primary electors. The registration of primary electors was terminated on 16th December, secondary elections began on 25th February, 1924, and all results were declared by the middle of March.

TURKISH PROPAGANDA AT MOSUL.

It may here be well to allude in passing to the so-called representatives of Mosul in the Grand National Assembly at Angora. A small pro-Turkish group, composed almost exclusively of men to whom the 'Iraq Government had not seen fit to give employment, was known to exist in the Northern Division and towards the end of September, 1923, it began to be rumoured that they were preparing a petition to the Turkish Government in connection with the despatch of deputies to Angora. After peace with Turkey was concluded, it was thought advisable to disband the Central Force which had been enrolled from the tribesmen in the spring as a counter-stroke to Turkish military preparations on the frontier and placed under the command of the Amir Zaid. The residence of His Highness in Mosul, where loyalty to the throne is strongly marked, had exercised a constraining influence on the pro-Turkish group, and it was after his return to Baghdad, in September, that their activities increased. They were encouraged by letters from Turkish sources secretly conveyed into the country, urging them to make a pro-Turkish demonstration in connection with the elections. These requests were accompanied by assurances that Mosul would be handed back to Turkey by December. Although the petition was widely circulated, it is understood that it was not possible to obtain as many as 100 signatories. But in December it was rumoured that two or three persons, on the strength of a document nominating them as deputies for Mosul bearing some 90 seals, had slipped over the frontier to take their seat in the Grand National Assembly. It has since been ascertained that they are at present posing at Angora, but their credentials are so slender and their reputation so dubious that not even Turkish papers have made much boast of their presence. Two are ex-Turkish clerks, one of whom was twice dismissed from Ottoman service for embezzlement and other misconduct and could obtain no employment under the 'Iraq Government, while the other had taken up some Government contracts, defaulted heavily and absconded.

Ja'Far Pasha appointed Mutasarrif of Mosul.

It was felt that the fact that so small a band of dissidents should be able to misrepresent the attitude of the people of Mosul, to the great dissatisfaction of the latter, was not creditable to the local administrative authorities; accordingly, it was decided by the Ministry of Interior to place Ja'far Pasha as *Mutasarrif* at Mosul. The Pasha, after attending the Lausanne Conference in an advisory capacity, had remained in London as representative of the 'Iraq Government and had returned to Baghdad in September, 1923, on a short period of leave. He consented, with some reluctance, to relinquish his post in London, since his

presence at Mosul was considered desirable, but requested that in view of his position as an ex-Minister, his military experience, and the emergency conditions with which he was called upon to deal, he might be given command of the 'Iraq forces in the Liwa, in addition to his civil functions. This was agreed to by the Council of Ministers and he left for Mosul on 5th November. There will be occasion to allude again to the beneficial effects of the short period of his tenure of the office of *Mutasarrif*. The fall of the Sa'dun Cabinet interrupted his work in the north and called him to bear heavier responsibilities.

Fall of the Sa'dun Cabinet.

The position of 'Abdul Muhsin Beg and his colleagues had during the autumn of 1923 been growing increasingly difficult. In spite of the lack of opposition encountered after the expulsion of Shaikh Mahdi al Khalisi, the extremist section of the Shi'ahs nourished a secret animosity against the cabinet responsible for the step, and from Persia Shaikh Mahdi and the *mujtahids* of the exodus were unwearying in hostile insinuation. There were also grave differences of opinion between His Majesty King Faisal and the Cabinet on administrative questions which were aggravated by a certain lack of experience on both sides in the niceties of cabinet government. A deadlock was finally reached and, on 16th November, the King accepted the resignation of 'Abdul Muhsin Beg and called upon Ja'far Pasha to form a cabinet.

Change in the attitude of the Shi'ahs.

The fall of the Sa'dun Cabinet at this juncture was in some respects unfortunate. 'Abdul Muhsin Beg and his colleagues had enjoyed a distinguished year of office, on which they had every right to look back with satisfaction. They had also made very substantial progress in the negotiations with His Majesty's Government over the provisions of the agreements subsidiary to the Treaty and over the drafting of the Organic Law which was practically finished. It was disappointing for them to be deprived of the opportunity of carrying to completion measures for which they had been so largely responsible. On the other hand, the appearance of a new Government gave the Shi'ah community the opportunity for reconciliation for which it had been secretly longing. On its being made known that two portfolios, including that of Finance, had been allotted to members of the sect, a deputation of leading Shi'ahs waited on the King and presented to him a manifesto in which they declared it to be their conviction that the Shi'ah community had been in error in opposing the British connection and that it was their intention to make a radical change in policy.

The 'Askari Cabinet.

The composition of the 'Askari Cabinet was as follows :—

Prime Minister (without portfolio) : Ja'far Pasha al 'Askari, Mutasarrif of Mosul.

Interior : 'Ali Jaudat Beg, Mutasarrif of Muntafiq.

Defence : Nuri Pasha Sa'id (no change).

Finance : Haji Muhsin Chalabi Shalash (Shi'ah merchant).

Communications and Works : Sabih Beg, Amin al 'Asimah.

Justice : Shaikh Ahmad Effendi Fakhri, Qadhi of Mosul.

Awqaf : Shaikh Salih Bash'ayan, Mutasarrif of 'Amarah.

Education : Muhammad Hasan Abul Muhaisin (Shi'ah 'Alim).

The portfolio of Finance passed, for the first time since Arab Government had been established in the 'Iraq, from the hands of Sasun Effendi Haskail who, from November, 1920, until November, 1923, had never been absent from the Ministry, save for a few months leave in England in the summer of 1923. Nuri Pasha, formerly Chief of the General Staff of the 'Iraq Army, had been appointed Minister of Defence a few weeks previously, while Sabih Beg had held the portfolio of Communications and Works under the Naqib. The other ministers were new to Cabinet office.

UNVEILING OF THE STATUE OF GENERAL SIR STANLEY MAUDE.

The first public occasion in which the Ministry participated officially was the unveiling of the statue of General Sir Stanley Maude by the High Commissioner on 4th December, in the presence of the King, the Air Marshal, and the notables of Baghdad. The ceremony made a deep impression.

OPENING OF THE RAILWAY EXTENSION TO KARBALA.

The spirit of loyalty which pervaded the Shi'ah holy towns was emphasized when, on 10th December, the King paid an official visit to Karbala, on which the High Commissioner was invited to accompany him, for the purpose of opening the railway extension. King Faisal, and also the representative of His Majesty's Government, received a cordial welcome. The King, who proceeded to Najaf on pilgrimage, held a reception there at which he spoke strongly on the necessity of convening the Assembly and ratifying the treaty. He returned well satisfied with the temper of the holy cities.

THE KHILAFAH.

A remarkable example of the trend of Shi'ah feeling was afforded by the events following on the abolition of the Khilafah by the Turkish Government. The form of the *Khutbah*, the supplication for the welfare of Islam and the Khalif, delivered weekly

at the Friday prayers in all Sunni mosques, had previously been the subject of some dissension. After King Faisal's accession to the 'Iraq throne, his name and that of his father were inserted after that of the Sultan and Khalif, who was mentioned by name, and when the Sultan, Wahid al Din, was exiled and Majid Effendi appointed Khalif in his place, 'Iraq obediently accepted the decree of Angora. King Faisal argued with justice that it was an insult to himself that the prayers of his people should be requested for an alien sovereign in the temporal as well as the spiritual capacity of the latter, and one of the first acts of the 'Askari Cabinet was to remove the name of the Turkish Khalif from the *Khutbah*. This change was introduced on 1st February, 1924, a month before the Khilafah was abolished. In March, King Husain was on a visit to the Amir 'Abdullah at 'Amman, whither an official deputation, led by Nuri Pasha, had been despatched to carry him the greetings of the King and the 'Iraq Government. The news of his father's proclamation as Khalif reached King Faisal through telegrams from his brothers, the Amirs 'Ali and 'Abdullah, and from the Mufti of Jerusalem, who is also President of the Islamic Society of Jerusalem. With great wisdom King Faisal decided to leave the decision of 'Iraq in the hands of the *'ulama* and notables, whom he proposed to summon in Council, but Baghdad forestalled him. On 11th March, Saiyid Mahmud, eldest son of the venerable Naqib, who is the leading Sunni in 'Iraq, on behalf of his father made acknowledgment to King Faisal of King Husain as Khalif, and a few hours later all the *'ulama* and notables followed his example, including the two Shi'ah Ministers. On Friday, 14th March, the *Khutbah* was read for the first time in the name of King Husain. This sudden resolution was accepted by the whole population of 'Iraq, not excepting the Shi'ahs, the town of Karbala, in particular, being prominent in the recognition it accorded. This was the more striking as the Shi'ah community has never recognised either an 'Abbasid or a Turkish Khalif; but they argued that since a member of the tribe of Quraish and a direct descendant of the Prophet had come to the spiritual headship of the Moslem world, they could see no reason for withholding their allegiance. It should be added that when King Husain abdicated in the autumn his name was dropped out of the *Khutbah* in 'Iraq.

The 'Id al Nahdhah.

It happened that, on the succeeding day, Saturday, 15th March, fell the *'Id al Nahdhah*, the Feast of Awakening, in commemoration of the revolt of the Arabs in the Hejaz, in 1916, under King Husain and his sons. The day opened with a review of 'Iraq troops by the King, after which he laid the foundation stone of the central administrative building of the Ahl al Bait University, and opened the completed Divinity College which he had founded on the *'Id al Nahdhah* in 1922.

SIGNATURE OF THE TREATY AND AGREEMENTS.

On 25th March, 1924, the Agreements subsidiary to the Treaty, which had been the subject of long and grave discussion between His Majesty's Government and two successive 'Iraq Cabinets, were signed and the instrument of alliance was thus ready for submission to the Constituent Assembly preparatory to ratification.

In addition to the Agreements signed on the 25th March, the Treaty provides in Article X for the conclusion of separate agreements to secure the execution of any treaties, agreements or undertakings which His Britannic Majesty is under obligation to see carried out in respect of 'Iraq. His Majesty's Government did not propose to press the 'Iraq Government to conclude these special agreements forthwith, when it had not developed fully the machinery for carrying out the international obligations by which, like other independent Governments, it will eventually be bound. His Majesty's Government were therefore prepared to rely upon the 'Iraq Government to carry out its obligations under Article X of the Treaty in due course, but at the same time considered it desirable that the two Governments should be agreed as to the treaties, agreements, etc., to which reference is made in Article X. This was effected by an exchange of Notes, copies of which are included in the annexure* to this section of the Report.

OPENING OF THE CONSTITUENT ASSEMBLY.

The Constituent Assembly was opened by the King on 27th March, in the presence of the High Commissioner, the Air Marshal and a large audience. Of the hundred deputies, 85 were in attendance, a few vacancies having occurred since the returns were declared, while some of the more remotely situated representatives had not yet had time to reach Baghdad. The King, who was received with bursts of applause repeatedly renewed, presented in his full Arab dress a figure of singular dignity. He himself read the speech from the throne in a voice which showed signs of great emotion. Having offered praise to God, he reminded the members of the Assembly that they had been delegated by the nation to express its wishes on three important matters:

- (1) They were to decide on the Anglo-'Iraq Treaty for the establishing of foreign politics.
- (2) To pass the 'Iraq Constitution for the safeguarding of the rights of individuals and associations and the stabilizing of internal politics.
- (3) And to pass an Electoral Law for the Parliament which would meet to represent the people and supervise the policy of Government and its acts.

* See page 54.

He called the attention of the Assembly to the fact that the Treaty was the result of effort and consultation carried on during two years, and that upon it depended the solution of vital problems in which the help of the British Government was essential. He reminded them that Islamic Law is based on consultation and that every Moslem was familiar with the sacred injunction :

“ It is for them to take counsel together.”

In obedience to this holy law he called upon the Assembly to perform its task.

King Faisal having withdrawn, the Assembly elected as President the late Prime Minister, ‘Abdul Muhsin Beg al Sa’dun, and as Vice-Presidents Daud Beg al Haidari, son of Ibrahim Effendi al Haidari, sometime Shaikh al Islam and now a deputy for ‘Arbil, and Yasin Pasha al Hashimi, late Minister of Communications and Works.

‘Abdul Muhsin Beg expressed his gratitude for the confidence reposed in him, and added his thanks to the British nation which had fulfilled its promises and paved the way to a meeting convened by the ‘Iraq nation to decide upon its future.

Ratification of the Treaty by the Assembly.

The debates on the Treaty and Agreements lasted until 2nd June. Though the Assembly began its work under very favourable auspices, the political atmosphere was speedily overclouded, various circumstances contributing to obscure the true issues. There was a genuine feeling, even among some of those who were the heartiest advocates of an alliance with Great Britain, that the conditions, especially those contained in the Financial Agreement, were too heavy for the ‘Iraq State to carry out. Many of the tribal deputies, naturally ignorant of the wider aspects of statecraft, sought to bring pressure to bear on the King and his Cabinet by trying to gain privileges for themselves as individuals or as a class in return for their adhesion to the official policy. Again, a motive for opposition to the proposals of the ‘Iraq Government was the desire of rival politicians to throw out the ‘Askari Cabinet in order to assume office themselves. But the most disturbing feature was the agitation got up by the extremist party in Baghdad, led by a group of lawyers, against the ratification of the Treaty. They stopped short neither at the grossest misrepresentation, nor at the most flagrant intimidation to obtain their end and were generally believed to be the instigators of an attempt, made on 20th April, to assassinate two tribal deputies, well known for their pro-Treaty attitude.

On 20th April, the Committee of the Assembly, which had been appointed to study the documents, under the presidency of Yasin Pasha, presented a lengthy and tangled report which recommended amendments both in the Treaty and in the Agree-

ments, but whether previous or subsequent to ratification was not stated. On this issue all the subsequent debates turned. Finally, on 29th May, the agitators, *extra muros*, organised and carried out a demonstration, in the street leading to the House of Assembly, composed of coffee-shop loiterers and similar material, with a view to terrorising the deputies. In this, the police being unprepared, they were entirely successful. The deputies of all colours sat trembling in the Chamber until, at the request of the Minister of Interior, the Minister of Defence ordered out some cavalry of the 'Iraq Army to clear the street with the butt end of their lances. The crowd dispersed immediately and the police, then and subsequently, resumed control of the town.

By the end of May every point in the Treaty and Agreements had been discussed repeatedly. Everything possible in the way of reassurance, especially as regards the implementing of the Financial Agreement, had been given by His Majesty's Government, and the High Commissioner had been unremitting in explaining all the questions presented to him. Anonymous intimidation was still going on and had produced an atmosphere of panic in which all argument suffered distortion. His Majesty's Government, therefore, resolved to put an end to a tension which was becoming dangerous by bringing the 'Iraq Mandate before the League of Nations at its June session; the 'Iraq Government was informed that if no decision had been reached by 10th June it would be taken as a rejection of the Treaty and the statement to the Council of the League would be modified accordingly. The date was reached; the Assembly met and, with characteristic indecision, adjourned till the next day. But on learning that the communication to the League of Nations could not be postponed, the Prime Minister and the President of the Assembly exerted themselves to get the deputies together again, with the result that after nightfall, 69 out of the 100 members had assembled and the Treaty was carried before midnight. The figures on the final vote were 37 in favour and 24 against, while 8 abstained. Seven of the abstainers had, however, at the previous vote declared against holding up ratification until amendments had been made and refrained from voting on the second occasion from fear of being assassinated on their way home. The actual resolution which was carried ran as follows:—

"This Assembly considers that many of the Articles of the Treaty and Agreements are so severe that 'Iraq would be unable to discharge the responsibilities of the alliance desired by the people of 'Iraq. But it relies upon and trusts the honour of the British Government and nobility of the British nation and is confident that they will not agree to burden 'Iraq, nor to prejudice the aspirations of its people. It is only this confidence and trust on the part of 'Iraq which has induced the Assembly to accept the statements which have been received from His Excellency the High Commissioner

on behalf of the British Government, to the effect that the British Government, after the ratification of the Treaty, will amend with all possible speed the Financial Agreement in the spirit of generosity and sympathy for which the British people are famous. In view of this, the Assembly recommends that His Majesty the King should ratify the Treaty, Protocol and Agreements, provided that immediately after such ratification His Majesty shall enter into negotiations with the British Government for securing the amendments suggested by the Committee of the Assembly. This Treaty and its subsidiary Agreements shall become null and void if the British Government fail to safeguard the rights of 'Iraq in the Mosul Wilayat in its entirety."

The passing of the Treaty was a notable event and the King and his Government are to be congratulated on their successful efforts in impressing upon the Assembly the importance of the issue. That the 'Iraq nation as a whole was satisfied by the decision was testified by the number of congratulations received from all parts of the country by the High Commissioner.

Negotiations at Constantinople.

During the course of these debates, Sir Percy Cox had carried on, in Constantinople, fruitless negotiations with the Turkish Government on the Turco-'Iraq frontier question. The Chief of the General Staff of the 'Iraq Army, Taha Beg, a brother of Yasin Pasha, had been appointed, in an advisory capacity, on Sir Percy's staff. The negotiations broke down on 9th June and there remained no alternative under the Treaty of Lausanne but to refer the question to the decision of the League of Nations.

It was known to be the intention of Ja'far Pasha to resign after the debates on the treaty had been brought to a close, but various delays occurred in the formation of the new Cabinet which had not yet come into being when the High Commissioner went on leave on 14th July. The Counsellor, Mr. Nigel Davidson, acted for His Excellency till his return on 16th September. Meantime the Constituent Assembly carried out the remainder of its work with little discussion.

Passage of the Organic and Electoral Laws.

The Organic Law was debated from 14th June till 10th July and passed as presented by the Cabinet, with immaterial verbal alterations, by a unanimous vote. The Electoral Law was considered from 26th July to 2nd August when it was passed unanimously. The Assembly was then dissolved.

The Hashimi Cabinet.

On the same day the Royal Iradah appointing the new Cabinet was issued. It was composed as follows :—

Prime Minister : Yasin Pasha al Hashimi.
 Minister of Interior : 'Abdul Muhsin Beg al Sa'dun.
 „ „ Finance : Sasun Effendi Haskail.
 „ „ Defence : Yasin Pasha al Hashimi, acting.
 „ „ Communications and Works : Muzahim Beg al Pachahji.
 „ „ Justice : Rashid 'Ali Effendi al Gilani.
 „ „ Auqaf : Ibrahim Effendi al Haidari.
 „ „ Education : Shaikh Muhammad Ridha al Shabibi.

'Abdul Muhsin Beg and Sasun Effendi resumed the portfolios they had held from November, 1922, to November, 1923. Muzahim Beg, an advocate of good family, Rashid 'Ali Effendi, a Judge of the Court of Appeal, Ibrahim Effendi, ex-Shaikh al Islam, and Shaikh Muhammad Ridha were new to Cabinet office.

At the first meeting of the Cabinet it was decided that Yasin Pasha's position as acting Minister of Defence was anomalous, and he was asked to assume the portfolio in addition to his duties as Prime Minister. The functions of the Minister of Defence had, however, undergone considerable modification by the creation of a new military post, that of Deputy Commander-in-Chief, His Majesty the King being the nominal Commander-in-Chief. To this post Nuri Pasha al Sa'id, ex-Minister of Defence, was appointed on 29th July. The Deputy Commander-in-Chief was placed in executive control of the army, and in the fulfilment of his duties was responsible to the Minister.

In December a Ministry of Foreign Affairs was instituted and Yasin Pasha entrusted with the portfolio, in addition to his other offices. The High Commissioner raised no objection but he pointed out that the British Government has assumed responsibility for the fulfilment by 'Iraq of the provisions of the Anglo-'Iraq Treaty, and that King Faisal had agreed to be guided by the advice of the British Government on all important matters affecting international obligations and British interests.

The Hashimi Cabinet was generally recognised as presenting a high level of merit, and it justified public appreciation by issuing a wise and moderate official programme, couched in sober language. That it has, in fact, been unable up to the end of the year to carry out any of the constructive measures which it had in view should be attributed largely to the state of uncertainty which must prevail until the question of the northern boundary is finally laid to rest, as well as to the unsatisfactory nature of economic conditions.

The first induces a natural preoccupation with political considerations, apart from the interests of sound administration, while the second has sapped the power of the Government to undertake obligations which it may not be in a financial position to meet, or to forward schemes of development which it would find itself unable to carry out.

Incident on the Northern Frontier.

The Cabinet was confronted immediately after it had taken office with the danger of Turkish aggression. Some of the Assyrians had reoccupied their former homes beyond the limits of the former Mosul Wilayat, and it was partly with a view to their protection, and also as a result of a closer examination of strategical and geographical considerations, that proposals for a slightly extended northern frontier were put forward at the conference at Constantinople and subsequently to the League of Nations. A new *Wali* had recently been appointed by the Turkish Government at Julamerk, and his arrival was accompanied by a sharp revival of Turkish propaganda, including the report that he was about to visit Chal, one of the districts which the British Government had claimed to lie within the sphere of 'Iraq influence, and therefore to be included in the zone in which no political activity or administrative changes should be permitted pending the decision of the League. The Assyrians were warned by the *Qaimmaqam* of Amadia not to take matters into their own hands, nevertheless, when the *Wali* appeared in their area, with a small escort, he was ambushed and taken captive, while one or two of the escort were killed or wounded. Orders were issued for his immediate release, but before these arrived he had already been set free and allowed to make his way to Chal. There he was visited on 18th August by the *Qaimmaqam* of Amadia and the Administrative Inspector of Mosul, who pointed out that as long ago as October, 1923, the High Commissioner had protested against any attempt to strengthen Turkish claims to Chal by an alteration in the *status quo*.

The matter was not to end there. The Turks concentrated troops and irregulars on the right bank of the River Haizil, and, on 14th September, a Turkish force, including regular soldiers, crossed the river into 'Iraq territory. It was immediately attacked by air and driven back and a protest was lodged with the Turkish Government by the British Government. The Turkish encroachment, however, continued, the troops moving well within the true northern boundary of the Mosul Wilayat and attacking 'Iraqi police posts. The objective was the Upper Tiari country, the inhabitants of which were responsible for the capture of the *Wali*. The Assyrians deserted their villages and took refuge at Amadia, often in a destitute condition. The villages were then burnt by the Turks and by Kurdish irregulars, the Assyrians retaliating by sacking such Kurdish villages as lay within their reach.

At this juncture the question of the delimitation of the Turco-'Iraq frontier came before the Council of the League of Nations and a Commission was appointed to study the rival claims and report to the Council, both parties undertaking, on 30th September, to preserve the *status quo* till the decision was taken. The Turkish Government subsequently maintained that the *status quo* mentioned in this undertaking implied the *status quo* existing at the date on which the undertaking was given (30th September, 1924), and not, as His Majesty's Government contended, the *status quo* existing at the date of the signature of the Treaty of Lausanne (24th July, 1923). To have accepted the Turkish view would have involved recognition of the unwarrantable encroachments made by Turkish forces during September. His Majesty's Government, therefore, proposed that this question should be referred back to the Council of the League. This was done and a further decision was given at Brussels fixing definitely the line of the *status quo* frontier, with small alterations, along the true boundary of the Wilayat, and laying down that either side should withdraw its troops and civil officials to the north or south of that line respectively by 15th November. These injunctions were carried out by the appointed date.

The net result of the Turkish incursion was the devastation of the northern area. It threw upon the hands of the 'Iraq Government some 8,000 refugee Assyrians, of whom 2,000 were destitute and had to be supported temporarily, until they could be settled for the winter among the Assyrian villages in the foothills. A notable feature of the incident was the meagre support received by the Turks from the Kurdish frontier tribes, in spite of the intensive propaganda which was carried on among them. The mutiny of a Kurdish regiment sent against the Assyrians was equally significant. The Turkish attack also brought a recognition, which found expression in all but the most extreme section of the 'Iraqi vernacular press, of the value of the connection with Great Britain when the defence of the rights of 'Iraq against the Turkish claim presented itself in a practical shape. The visit of the Secretary of State for Air to the frontier on 29th September, when the crisis was at its most acute stage, served to emphasize the feeling of assurance in the effective co-operation of Great Britain.

GENERAL ELECTION.

The 'Iraq Government was notified on 10th November of the ratification of the Treaty by King George; the ratification by King Faisal took place on 12th December. The Nationality and Electoral Laws had already been published in October and the registration of electors began on 15th November and is now nearing completion.

THE ROYAL FAMILY.

Of domestic interest were the departure on 28th September of His Highness the Amir Zaid for England, where he has embarked on a year's study at Oxford, and the arrival of the heir apparent, the Amir Ghazi, from Mecca, on 5th October, followed by that of the Queen and the other members of the royal family on 17th December.

WORK OF THE ROYAL AIR FORCE.

During the whole period under review, a main factor in the pacification of the country has been the Royal Air Force. By prompt demonstrations on the first sign of trouble carried out over any area affected, however distant, tribal insubordination has been calmed before it could grow dangerous, and there has been an immense saving of blood and treasure to the British and 'Iraq Governments. In earlier times punitive columns would have had to struggle towards their objectives across deserts or through difficult defiles, compelled by the necessities of their preparations and marches to give time for their opponents to gain strength. But now, almost before the would-be rebel has formulated his plans, the droning of the aeroplanes is heard overhead, and in the majority of cases their mere appearance is enough. This domination of the country by aeroplanes has, however, its possible drawbacks. In the first place, their passage is so easy that local officials are apt to ask for their help in circumstances in which police could be more properly used, or sometimes in order to help themselves out of difficulties caused by mistakes of their own administration. All applications from the 'Iraq Government for air action are therefore scrutinised by the High Commissioner most carefully before they are endorsed, and no air operation is carried out without a full preliminary report by a British Administrative Inspector. In the second place, a result of such complete dependence on the aeroplane is that the 'Iraqi troops have been little tested. The funds in the 'Iraq Defence Budget are so limited that there is no money for troop movements which are not absolutely necessary, and the Air Officer Commanding is unwilling to allow untried troops to risk a defeat which might cause all the unruly elements in the land suddenly to flare up. The 'Iraq Government is fully alive to this danger, and is devoting much thought to the expansion and training of its army with the help of British military officers, whose services have been lent to it. The Air Officer Commanding has expressed his satisfaction with the appearance and training of the 'Iraq troops and there is every reason to hope that they will, when the time comes, be strong enough. The formation has been suggested of a certain number of exemplary units of each arm with British officers in executive command. The army is supplemented by an admirable police force, the only defect of which is the comparative smallness of its numbers.

POSITION OF THE TRIBESMEN.

Another potential source of weakness has been the want of sympathy between the town populations and the tribesmen. The 'Iraq officials are necessarily drawn from educated inhabitants of the towns. The advice which from time to time has been given by the High Commissioner to the 'Iraq Government has been largely directed towards securing a proper appreciation by them of the tribal situation. It is satisfactory that the executive has recently taken the tribal leaders more into consultation and has sought to enlist their support. Under representative institutions, the tribesmen, outnumbering as they do the inhabitants of the towns and settled villages, have their full share of representation, and they will consequently be able to influence the administration more than ever before.

POLITICAL LIFE OF THE 'IRAQ.

Concerning the political life of the country it is difficult to speak. An 'Iraq nationality has hardly yet developed. Men feel the ties of loyalty to their tribe or their town or family more than to their country. A patriotic sense of public service is often lacking. Thus it is difficult to find lawyers and doctors who will take appointments in the provinces. There are as yet no parties, and not even any clear personal programmes.

ECONOMIC DEVELOPMENT.

Material prosperity has been disappointingly held back by the poverty of the outside world since the war. Germany and the Levant no longer eat the dates on the export of which Basra used to flourish, while the wool, hides and corn of the rest of the country have also been in less demand. Above all, the ruin of the north of Persia, through the stoppage of its commerce with Russia, has diminished the formerly large transit trade between Persia and the Gulf, upon which the fortunes of the merchants of 'Iraq largely rested. Had not these untoward outside circumstances been counterbalanced by increased internal security and by the facilities of transport introduced by the British administration, their effect would have been crushing. In fact the result has been that the people find themselves pretty nearly upon the same level of prosperity as they had attained before the war and, ignoring the adverse factors above described, which are beyond the control of any government, they complain that they are not much better off in this respect than they were under the Turks. When once the trade of the outside world has begun to move, 'Iraq will be able to take full advantage of the improvements made during the past eight years and should enjoy an era of unprecedented prosperity. This will be helped forward by the cultivation of long staple cotton which is being eagerly taken up by the more progressive landlords both urban and tribal. Under irrigation it gives a very high yield in the long Mesopotamian summer.

2. The Kurdish Districts on the Eastern Frontier.

RE-OCCUPATION OF RUWANDIZ.

The rapid and brilliant movement which resulted in the re-occupation of Ruwandiz on 22nd April has been alluded to at the opening of this report. The notables and local chieftains lost no time in obeying a summons issued by the *Mutasarrif* of 'Arbil to meet the representative of the High Commissioner who, with the Adviser to the Interior on behalf of the 'Iraq Government, reached Ruwandiz by air on 29th April. On one point they found unanimity: Ruwandiz was weary of political agitation and asked only for the establishment of a normal administration. After careful consideration it was decided to replace the *qadha* under 'Arbil and to appoint as *Qaimmaqam* Saiyid Taha, the hereditary chieftain of Neri, who was at that time a refugee in 'Iraq. A column of Assyrian Levies, which had taken part with Imperial forces in the re-occupation of the town, has proved sufficient to safeguard the new régime which has secured to the distracted district a period of peace such as is rare in its annals. Moreover the experience of the succeeding months has abundantly proved the importance of Ruwandiz to 'Iraq. From its geographical position it commands the roads across the northern and eastern frontiers; thus the consolidation of the authority of the 'Iraq Government in this area has not only imposed an effective check on Turkish propaganda, but has enhanced the difficulty of the re-entry of Turkish irregular bands on this front.

TEMPORARY RE-OCCUPATION OF SULAIMANIYA.

The British Column, having completed its work at Ruwandiz, was directed to the pacification of the areas to the south. It arrived without opposition at Sulaimaniya town, on 16th May, and was received with every expression of good will, Shaikh Mahmud taking flight into the Persian hills.

Since the protocol had limited the period of the Anglo-'Iraq Treaty to four years, it was clear that the former policy of direct administration of Sulaimaniya, under the High Commissioner, even if this were desirable in itself, had now become impracticable, and the object in view was to establish an administration which, while respecting Kurdish national susceptibilities, should definitely unite the Division with the 'Iraq State under a system of local control. While representative Kurdish leaders were ready to agree to the scheme of administration which the High Commissioner, with the concurrence of the 'Iraq Government, proposed to them, fear of their inability to resist, with local gendarmerie, the return of Shaikh Mahmud made them stipulate for the maintenance of the existing or an equivalent Imperial force in Sulaimaniya, which, in view of the rapid reduction of the British military commitments in 'Iraq, could not be contemplated. When the Kurdish local council which had been placed in pro-

visional charge at Sulaimaniya heard, on 15th June, that it was the irrevocable intention of His Majesty's Government to withdraw Imperial troops from the Division, it incontinently resigned and Sulaimaniya was left without any administration in being. This being the case, it was practically certain that Shaikh Mahmud would return to fill the vacuum created by the inability of the notables to take any course which would involve responsibility, but his potentialities for evil had been greatly reduced by the occupation of Ruwandiz and his authority was curtailed by detaching from Sulaimaniya such *Nahiyahs* as were conveniently situated and uniting them to the Divisions of 'Arbil and Kirkuk.

Shaikh Mahmud's Return to Sulaimaniya and Detachment of other Qadhas from Him.

The withdrawal of the British column was the signal for a panic among the respectable citizens of Sulaimaniya, about a thousand of whom accompanied the retreating force to Kirkuk. Events proved their wisdom. Hooligans were looting the bazaar before the dust had settled behind the column and within two days the notorious Hamawand murderer and outlaw, Karim Fattah Beg, had declared himself Governor in the name of Shaikh Mahmud. It was not, however, till 11th July that Shaikh Mahmud himself summoned up courage to return, and by this time administration in the detached *Nahiyahs* was working satisfactorily.

On the re-appearance of Shaikh Mahmud it was therefore decided, with respect to the core of the Sulaimaniya Division, that it must revert to the position which had existed before the despatch of the column. It would thus have no direct connection with the 'Iraq Government and orders regarding it would be issued by the High Commissioner whose agent in these relations would continue to be the Administrative Inspector of Kirkuk. But for those districts which had voluntarily come under the loose control of the 'Iraq Government, it was laid down that all important issues concerning them should be referred by the Administrative Inspectors concerned to the Ministry of Interior, and that the Ministry should consult the High Commissioner on all large questions of policy.

Terms Issued to Shaikh Mahmud.

Shaikh Mahmud was advised through the Administrative Inspector as follows:—

"His Excellency the High Commissioner has heard that you have returned to Sulaimaniya and has ordered me to inform you that he has made arrangements for the administration of the *Qadhas* of Rania and Qal'ah Diza, Chemchemal, Halabja and Qarah Dagh-Sangao, and for the *Nahiyah* of Mawat, and that you must not interfere in any way with the above-mentioned districts, or with the villages appertaining

to the Saiyids of Sergalu. If (which God forbid) you act contrary to these instructions and interfere in the said districts or intrigue against the Government in other ways, the most drastic measures will be taken against you. For the present, provided that you do not interfere with the above specified districts, and provided that you do not commit hostile acts, His Excellency does not intend to take action against you."

Shaikh Mahmud's Efforts to re-establish his Authority and his Connection with the Turks.

This expedient, which was necessitated by political and military restrictions, worked as well as could be expected, but its principal effect was to allow Shaikh Mahmud another length of rope with which to perform his own hanging. Sulaimaniya town, gradually abandoned by all its wealthier inhabitants, was left to groan beneath his rapacious tyranny until even that town, though it holds the revered shrine of his ancestor, could endure the descendant no longer. An occasional application of aerial force ensured that the terms laid down by the High Commissioner were not too greatly overstepped, though from the first Shaikh Mahmud showed no intention of respecting them. Early in August he attempted to occupy one of the detached *Nahiyahs* with a tribal force. After this flagrant disregard of orders, Shaikh Mahmud's quarters in Sulaimaniya were attacked by air on 16th August, 1923, whereat his force was withdrawn from Halabja and his pen directed to inditing protestations of his eternal friendship with and obedience to the British Government.

Meantime, the administration of the detached areas was growing stronger. The registration of primary electors progressed smoothly, while the creation of a small mobile police force enabled the Administrative Inspector, in tours through the *qadhas*, to make valuable demonstration of the existence of official authority.

In November, 1923, Shaikh Mahmud was again attempting to encroach beyond the area allotted to him. The incidence of the tobacco season enabled him to supply himself with funds by levying excise duty and he was further encouraged by the continuous passage of letters between himself and the Turks. On 18th November, the Turkish Government protested to the British High Commissioner in Constantinople against the attack by air on Shaikh Mahmud's headquarters on 18th August, on the ground that it was an infringement of the *status quo*, the maintenance of which had been stipulated in the Treaty of Lausanne. The High Commissioner at Constantinople replied, under instructions, that His Britannic Majesty's Government regarded the whole of the former Mosul Wilayat as remaining in effective occupation and under *de facto* administration pending any possible alteration of the frontier, and that in consequence the operation in question was no violation of the *status quo*, but a local administrative measure, necessitated by a menace to public security.

Heartened by small successes and hopeful of Turkish sympathy, Shaikh Mahmud now engaged in preparations for an attack on Kirkuk, and to that end he attempted to raise fresh tribal levies and gathered support from the hostile elements on the Persian frontier. The time was ripe for another forcible reminder of the terms of his presence in Sulaimaniya and his house was again attacked by air on 25th December.

The usual period of quiescence followed, but in March, 1924, Shaikh Mahmud made further efforts to increase his forces. Some of his detachments, again attempting to collect the sheep tax beyond his area, came into collision with the Sergalu villagers; Chemchemal *Qadha* was raided and in Halabja, Shaikh Mahmud's men, on their way to collect sheep tax, engaged in active hostilities with the local *Mudir*, and his lashkars threatened the administrative centre of the *Qadha*.

Meantime, deputies, including Shaikh Mahmud's own brother, had been freely elected to the Constituent Assembly, where they continued to take a staunch part in the debates on the Anglo-'Iraq Treaty and showed no sympathy with Shaikh Mahmud's turbulent activities.

By the middle of May it became necessary to take further steps for the preservation of law and order and, on 20th May, the people of Sulaimaniya were warned by notices broadcasted by air that the position held by Shaikh Mahmud and his followers would be attacked by air and advised to leave their homes and go to places of safety. Two days later Shaikh Mahmud was given an ultimatum which was to expire on 25th May. He took no steps to make submission and accordingly his headquarters were destroyed, and he fled into the neighbouring hills. Most of the inhabitants had already left the town and no casualties among them were reported.

For some time the town lay derelict, while the Shaikh and his followers exercised a reign of terror over the district, but in the middle of July a column consisting of two regiments of 'Iraq cavalry, supported by Assyrian Levies and accompanied by armoured cars and aeroplanes, occupied Sulaimaniya without encountering opposition. A loose administration was set up under the 'Iraq Government, but it was agreed that until peace was restored it should remain under the direct control of the High Commissioner.

The Council of Ministers voted a sum up to a lakh of rupees for immediate administrative requirements until the ordinary revenues should begin to be available. Although Shaikh Mahmud and his henchmen continued to carry on guerrilla warfare, which at first took the form of nightly sniping at Sulaimaniya town itself, together with attacks on patrols of the 'Iraq army, and later dwindled down to mere brigandage, the situation in the town

rapidly became normal. When the re-occupation took place, the population had been reduced to about 700 persons; two months later, at the time of Lord Thomson's visit, it had risen to 12,000, and when the High Commissioner paid a short visit, on 16th November, he found a population of 20,000 and the municipal finances consequently flourishing.

At the close of the period under report, Shaikh Mahmud, deserted by all but a handful of his supporters and followers, is still lurking near the Persian frontier and, except in his immediate vicinity, administration is being carried on throughout the Division.

IMPROVED RELATIONS BETWEEN THE KURDS AND THE 'IRAQ GOVERNMENT.

It is satisfactory to note a general advance in the solution of relations between the 'Iraq Government and the Kurdish elements of the State, culminating in the whole-hearted participation of the Kurdish districts in the elections. From the first, Kurds have enlisted readily in the 'Iraq Army which, indeed, is to a large extent officered by men of Kurdish descent; Kurds are eligible for all offices in the Civil Service, not in precept only, but also in practice. There is no reason to anticipate in the future the occurrence of racial dissension and every ground for hope that further development will follow the lines of closer amalgamation. But Arab nationalists will need to bear in mind that the end in view will be more speedily and more surely attained if the national aspirations of their Kurdish fellow subjects are treated with as much consideration as the similar sentiments which they themselves cherish.

3. The Assyrians.

MUTUAL ADVANTAGE OF AGREEMENT BETWEEN THE ASSYRIANS AND THE 'IRAQ GOVERNMENT.

Nor is it only Kurdish diversity which the 'Iraq State must learn to assimilate. Of great importance to the stability of the northern frontier is the Christian community of the Assyrians. In the 'Iraq Report for 1922-23 an account was given of the means by which a large proportion of the Assyrian refugees had been induced to return to such portions of their mountain home as lay within the mandatory protection of Great Britain, or had been settled in the foot-hills of Dohuk and 'Aqra on untenanted lands, the property of the 'Iraq Government. There has been a tendency on the part of the mountaineers to move up from the lower ground into the mountain ranges north of Amadia, but none have ventured beyond the zone administered by the 'Iraq Government under the British ægis. That zone, owing to the essential needs of the Assyrian highlanders, has extended slightly beyond the northern limits of the former Wilayat of Mosul. The Assyrians as a whole labour under no illusions as to their fate if they

were to be re-included in Turkish limits. If the Turkish claim to Mosul, or even to the predominantly Kurdish *qadhas* of 'Amadia, Dohuk and 'Aqra, were to be established, flight would be the sole resource of the Assyrian settlers who would again, as in 1918, be reduced to exile and destitution.

The advantages to the Assyrians and to the 'Iraq State, alike, in securing a frontier which would include these areas in 'Iraq are obvious. The Assyrians, for their part, would share in the benefits of British advice and assistance offered by the present treaty, or by any subsequent agreement between the two countries. Instead of Turkish rule, they would be placed in Arab hands, who, apart from any influence exercised by Great Britain, have uniformly shown themselves benevolent to Christian communities. The 'Iraq Government, on its side, would see its frontier garrisoned by a race of sturdy mountaineers whose vital interests were involved in resisting attack from the north. That any hesitation should have been evinced on either hand in admitting the mutual advantage of agreement has been due to exaggerated expectations and misunderstandings wilfully promoted.

SELF-DETERMINATION.

The Assyrians are not the only small and defenceless group to whom the doctrine of self-determination has seemed sufficient in itself to create a nation and, if the phrase were not enough to delude them, there were not lacking those who were ready to exhibit its shining facets, or to disseminate the idea of a new Assyria extending from Nineveh to Van and drawing life and security from her ally Great Britain. As this image slowly faded from soberer minds, another hope, no less incapable of execution, took its place and the High Commissioner was asked to approach the British Government with a prayer that the Assyrian community should be enabled to migrate to one of the colonies of the Empire.

AGITATION OF THE EXTREMISTS AGAINST THE ASSYRIANS: THE MOSUL INCIDENT.

The anxiety of the Assyrians as to the future, which was shared by a lady as wise and reasonable as Surma Khanum, sister of the late and aunt of the present Patriarch, Mar Shim'un, was due largely to a growing hostility which they noted among Moslems. There can be no doubt that public and even official opinion in 'Iraq had been alarmed by the claims of irresponsible Assyrian idealists, however manifestly absurd they may have been; and unquestionably they formed admirable material for political agitators whose object was to throw discredit on the British Government and to arouse doubts as to the genuineness of its policy towards the 'Iraq State. In Mosul, where the garrison was composed of 'Iraq troops and Assyrian Levies, and where the Levy Depot was situated, the air was poisoned by hostile insinu-

ations, nor were matters improved by the Assyrian Levies themselves. *Esprit de corps*, a sentiment in itself commendable, made them apt to demonstrate in ways comparatively harmless, but irritating, that they enjoyed a relatively favourable position under British officers. In an atmosphere thus charged, explosion was imminent. It came on 5th August, 1923, originating in a quarrel between a Tiari and a townsman who had jeered at the Tiari's native dress. High words led to fighting, which spread through the bazaar, the belligerents arming themselves with any handy weapon which they could pick up in the shops. A number of persons were injured before the police succeeded, after about three-quarters of an hour, in restoring order. A court of inquiry, immediately ordered by the Air Officer Commanding, found that the outbreak was unpremeditated, but that there had long been bitter feeling between the Assyrians and the Arabs.

REPATRIATION OF ASSYRIAN REFUGEES AND FURTHER AGITATION.

It was unfortunate that, while the public mind was thus unduly inflamed, occasion should have been given involuntarily for a renewed manifestation of hostility. At the beginning of 1923, a party of some 800 Assyrian refugees, whose original home was in the Mosul *Wilayat*, had arrived at Homs *via* Constantinople, under the auspices of the Near East Relief Committee. Permission was requested for their repatriation and the High Commissioner obtained from the Ministry of Interior the necessary assurance that they would be received. In August these people began to arrive in Mosul. Their appearance was greeted by protests from the extremists who grossly exaggerated their number and pronounced that they proved a determination on the part of His Majesty's Government to colonise the Mosul *Wilayat* with Assyrians. Though their gradual dispersal to their mountain villages disposed of all ground for complaint, the extremist vernacular papers continued to pour oil on the flames thus lighted. In October, when the King paid a visit to Mosul, he was of opinion that public feeling was dangerously heated, and he requested that the Assyrian Levies should be transferred elsewhere. As the Levy Battalions are accompanied by their wives and children, the expenditure entailed in erecting accommodation was prohibitive, nor was it possible to change the headquarters. But the women and children of Levies stationed at Kirkuk were removed thither and careful precautions were taken to prevent any breach of the peace in Mosul.

THE SITUATION AS BETWEEN THE ASSYRIANS AND THE 'IRAQ GOVERNMENT.

At the end of October, the High Commissioner was himself in Mosul where he interviewed the Patriarchal family. He went on to Amadia whither the principal Assyrian headmen had been

summoned to meet him. He found that many of the Persian Assyrians had returned to Persia and that most of the remaining Persian subjects were ready to go. He explained the situation and the intentions of His Majesty's Government to Surma Khanum and to the headmen of the tribes, and he represented to the 'Iraq Government, on his return, that care should be taken to give the Assyrian community that freedom in the management of their own affairs which they had enjoyed under the Ottoman Government before the war, in such matters as the appointment of headmen and the responsibility of the latter for the collection of taxes. It is to the credit of Ja'far Pasha that, during his brief term of office as *Mutasarrif* of Mosul, he helped to ameliorate the situation by showing great consideration to the Patriarchal family, and by speaking fearlessly of the need of union between all denominations and races.

THE KIRKUK MUTINY.

More serious than the outbreak in Mosul was the mutiny of two levy companies in Kirkuk, on 4th May, 1924, which arose out of an altercation between some Assyrian privates and Moslem shopkeepers. In spite of the efforts of their British officers and native non-commissioned officers to restrain them, the Assyrians ran amok through the town, firing at all Moslems, of whom a number were killed, and looting shops and houses. British troops were despatched by air, and their presence, together with that of armoured cars, undoubtedly saved the local Christians from savage reprisals, though on the following day a few Christian houses were attacked with resulting casualties. The arrival of the High Commissioner and the issue by him of a strongly worded proclamation restored confidence and the town quieted down.

All possible measures were taken to bring the guilty to justice, and the case was tried in October by a special Court of Sessions presided over by a British Judge; but the difficulty of producing witnesses for purposes of identification resulted in a sentence which appeared light in proportion to the gravity of the offence. Eight men were found guilty of wilful murder, in that the Court was satisfied that they had fired Lewis guns on the townspeople, but as it could not be proved that they had actually killed any one, the sentence of death was commuted to imprisonment for life. A ninth man was given a term of five years penal servitude. The resentment of the Moslem population was not allayed by this judgment and for a time very careful precautions were necessary to prevent a further outbreak of animosity against Assyrian levy drafts or discharged men as they passed to or from their units. The measures were successful and with the approach of the frontier commission leaders of responsible opinion are realizing the unity of interests on either side.

4. 'Iraq Levies.

The period under review opened with the concentration at 'Arbil of a column consisting of the three Assyrian battalions, the Pack Battery (less one section), one section of machine guns, and the 3rd Cavalry Regiment, which has since been disbanded, under the command of the Commandant of the Force, preparatory to the occupation of Ruwandiz, some seventy miles away.

This was the first time that an organised column of Levies had ever attempted to operate for a considerable period independently of regular troops and of their administrative services. It should be realised that no supply service or transport service exist in this force and no personnel are available from which to improvise them, so that the supply train had to consist of hired transport and civilian drivers collected together at a moment's notice.

In these circumstances, many administrative difficulties were naturally encountered, but it is extremely creditable to record that the column occupied Ruwandiz on the 22nd of April, 1923, having never had less than seven days' rations actually with its transport.

The chief value of the operations, apart from proving that the Levies were able to act independently as a brigade column, was the demonstration of the extraordinary rapidity with which the native officers and non-commissioned officers, even down to junior lance-corporals, grasped the principles of co-operation with aircraft.

A system of signalling by means of canvas strips had been evolved with the Officer Commanding the Royal Air Force Wing; and three strips were in possession of each section. Different signals had been invented to demonstrate the advance to, occupation of, and retirement from a piquet. It is very satisfactory to note that the Royal Air Force pilots engaged found no difficulty in locating the piquets, and, although in many cases no British Officer was within controlling distance, the system was fully carried out by the native N.C.Os.

At the conclusion of the Ruwandiz operations, the 3rd Regiment was detached for work on the lines of communication with the Regular Army Column proceeding to Sulaimaniya and eventually returned to 'Arbil in June, at about the same time as the Headquarters of the Commandant returned to Mosul from Ruwandiz. The other units of the column remained at Ruwandiz until September, when they moved into winter quarters in the Dasht-i-Harir and Kirkuk.

In the early spring of 1924 Ruwandiz was re-occupied, and the Kirkuk battalion moved out to Chemchemal in the direction of Sulaimaniya, but its departure from Kirkuk on the 4th of May was the occasion of the regrettable incident which has been

described above. The removal of the battalion with its women and children to Chemchemal, some 20 miles out of Kirkuk, quietened the situation.

This battalion was employed during the summer in piquetting the heights of Bazian and Tasluja to enable the 'Iraq Army to make its advance on Sulaimaniya, while since the occupation of that town it has been guarding the lines of communication. During the same period two companies of the 4th Battalion proceeded from Kani 'Uthman to Pushtashan, on the Persian Frontier, on a demonstration march.

The situation in the north of Kurdistan rendered it necessary to move a company of the 4th Battalion from Mosul to Amadia in July, while, during the Turkish threat against the frontier in that district during September, this small garrison was reinforced by the 3rd Battalion, a section of pack artillery, and two sections of machine guns.

It is worthy of note that during the retirement of the Assyrian non-combatants from the trans-border settlements in September, there was not one single case of desertion among the Assyrian units of the force.

This is the more remarkable as every man knew that his relations were almost defenceless, so great had been the drain on their man-power caused by their enlistment in the levy battalions.

When it is considered that most of them were under the impression that the political authorities in 1922 had promised at any rate a vague measure of protection for their homes during their levy service, and that they were being employed, whilst those homes were going up in flames, in defending the frontiers of 'Iraq, the high state of discipline in these troops may be appreciated. It was as severe a test of their discipline as of their confidence in their British officers, and it was a test from which few troops in the world would have come out as creditably as this handful of Assyrian soldiers, many of whom had had less than two years' training.

After the fixing of the provisional frontier line, the Assyrian troops retired into winter quarters at Amadia, 'Aqra, Kani 'Uthman, Koi Sanjaq and Chemchemal with one company and the battery in Mosul.

The levy cavalry during 1924 were employed chiefly on lines of communication work, a small cavalry column was sent out in February from Kirkuk to the Jaf country, which enabled a peaceful collection of taxes to be made from that tribe, while during the summer a levy squadron was sent to Feishkhbur, on the Tigris, owing to the fears that were being expressed for the safety of the 'Iraq army garrison at Zakho.

The health of the force throughout the period has been very satisfactory. The deaths of Captain W. McWhinnie, Captain H. Hammond, O.B.E., M.C., Captain H. E. Bois, and Sergeant Dawson were a great loss to the force. The incidence of malaria

has been greatly reduced by the careful selection of camp sites, bi-weekly prophylactic dosage of quinine during the mosquito season, and the drainage and clearance of stagnant pools and streams near camps. Venereal disease is negligible amongst the Assyrians, but the Arabs and Kurds, who are quartered near large towns, show a percentage of 3·8 per annum.

The Assyrians employed in the Ruwandiz operations in 1923, though very inclement weather was experienced, showed themselves to be a hardy, virile race. There were no evacuations due to sickness.

Each levy station has its small hospital with trained medical personnel, and the training of native other ranks in stretcher-bearing duties, first-aid and sanitation has been carried out uninterruptedly.

All levy dependents to the number of 4,000–5,000 are also medically cared for.

Immense progress has been made during the past twenty-one months in the training and interior economy of units, as well as in the general standard of living among the British personnel of the force; for the first time battalion commanders have had their battalions concentrated and the result has been a tremendous improvement, which has been greatly assisted recently by the arrival of further British officers.

5. Relations with the Government of Syria.

THE FRONTIER.

The boundary which separates 'Iraq from Syria is in theory determined by the Anglo-French Boundary Convention of 1920, but the Commission provided for in the Convention to trace the boundary line has not yet in fact come into being, and the actual frontier of the territories administered respectively by 'Iraq and Syria has for purposes of convenience been left approximately as it was before the signature of the Convention. Thus the 'Iraq has continued to administer the whole of the Jabal Sinjar, while on the Euphrates the boundary fixed in May, 1920, by the British Government of Occupation and the Arab Government of Syria has been adhered to, leaving to Syria the 'Iraq half of the village of Albu Kamal and a strip extending seven miles to the south.

The administrative frontier runs for the whole of its length through deserts without settled habitation, but two great nomadic groups, the Shammar and the 'Anizah, roam over the area which it traverses, the Shammar to the east of the Euphrates, the 'Anizah mainly to the west, the frontier line cutting through their grazing grounds. The tribesmen, unaccustomed to an artificial boundary, pay scant attention to it. Shammar or 'Anizah shaikhs do not seek a passport when they wish to visit one of their kindred

on the other side of a border which is at the best vaguely known, nor, if the object of the expedition be hostile, do they hesitate to raid an enemy who has recently become the subject of another State. Nevertheless, when convenient, the frontier may be put to service. Unwonted activity on the part of Government officials in the collection of the sheep and camel tax, or the pursuit of criminals, may point to the advisability of "seeking pasturage" in the adjacent country, while if the favour of Government seems likely to fall permanently below the high-water mark of expectation there is always the possibility of a change of nationality by the mere shifting of the black tents into a region where those in power may be more generously inclined.

These anomalies, inherent in a desert frontier, might prove rich in international complications but for the close co-operation of the two authorities concerned. The High Commissioner for 'Iraq has never sought in vain the help of the High Commissioner of Syria in the solution of their common problems, and the same excellent relations exist between the local officials, whether European or Arab.

CONFERENCE AT QAIM.

The period under report opened with an attempt to effect a settlement of long-standing trans-frontier tribal claims between the 'Aqaidat, a riverain tribe on the Syrian side, and the 'Iraq tribes of the Dulaim on the river and the nomadic 'Anizah. A conference, attended by French and British officials and by the shaikhs concerned, was opened at Qaim on 6th May, but its work was interrupted a few days later by a demonstration on the part of a band of Dulaim tribesmen, said by the latter to have been friendly in intention, but held by the Syrian authorities to have borne a different interpretation. It resulted in the breaking off of the conference before any conclusions had been reached.

The situation was left worse than it had been before and General Weygand, fearing a sensible increase in lawlessness among the tribes, lost no time in suggesting that another conference should be arranged, its scope being limited to the settlement of inter-tribal disputes, and the consideration of civil claims against the tribes for raids and robberies committed on either side, as well as arrangements for the safety of the routes between Syria and 'Iraq.

CONFERENCE AT DAIR AL ZOR.

The conference assembled at Dair on 20th July, 1923, and sat till 25th July. It did not succeed in effecting a permanent settlement of existing tribal feuds, but an armistice was imposed and arrangements were completed for the better co-ordination of measures for the protection of caravan routes.

As regards the retrocession of loot some improvement resulted, but trans-frontier raiding in no way diminished. It was arranged at the Dair Conference that a fortnightly convoy, supplied by the

'Iraq and Syrian Camel Corps respectively, should accompany caravans to the administrative frontier at Badi, where they would mutually hand over their charge, but owing to misunderstandings and to the natural laxity inherent in desert organization, in a disproportionately large number of instances the convoys at first failed to make a liaison. Owing, however, to the efforts exerted by the officials on either side the scheme is now working satisfactorily.

In February, 1924, after a fresh outburst of trans-frontier raiding, the local British Administrative Inspector and the French officer in control of Dair al Zor met again at Albu Kamal and discussed the formation of a Court of Arbitration. The suggestion had the warm approval of the High Commissioner, but, in recommending it to General Weygand, he took occasion to observe that tribal disputes could find no satisfactory settlement save by the adjudication of the tribesmen themselves, in accordance with their own customs, that such adjudication was a recognised procedure and was usually conducted with wisdom and fairness.

General Weygand was in substantial agreement with this view and it was ultimately arranged that the Court should be composed of two tribal representatives on either side, the *Mutasarrifs* of Dair and Dulaim, one of whom should act as President, while the French and British administrative officials should attend in an advisory capacity only.

This Court of Arbitration met at Albu Kamal on 2nd September, and broke up on 9th September. As had been agreed between the two High Commissioners, the tribal chiefs examined and judged the tribal cases, with the result that thirty-four awards were issued for the return of loot taken in all raids which had occurred subsequent to the Conference at Dair in July, 1923, the 'Aqaidat claiming some 250 camels from the 'Iraq tribes, and the latter about 400 camels from the 'Aqaidat. An obstinate personal feud between the ruling shaikh of the 'Amarat 'Anizah and the 'Aqaidat was settled out of court. Finally, the chiefs of all tribes signed an armistice which has been reasonably well preserved. It was, however, not possible to arrange for the termination of all feuds, since those which dated from a period prior to the Dair Conference had not been touched. It was therefore decided that as soon as the awards given by the Court had been carried out, a similar Court should be summoned to deal with earlier tribal feuds, together with a judicial court to hear non-tribal claims, those of merchants and travellers who had been held up and robbed on the road.

The execution of the awards of the first Court has taken longer to accomplish than was at first anticipated, but the work is proceeding gradually and it is hoped that the second Court may meet in the early months of 1925. Meantime the recognition of the value of tribal arbitration in tribal disputes is a cardinal advantage.

THE EUPHRATES ROAD.

On the 'Iraq side the protection of the road between Ramadi and the frontier, running as it does for over 150 miles through desert, is a serious undertaking. In October, 1923, a series of outrages were reported, culminating in the robbing of a valuable consignment of silk from Aleppo. Effective measures were then taken to improve matters. The tribal headmen living on the river bank between Ramadi and Hit were summoned to a conference at Ramadi and a guarantee was taken from each one that he would be responsible for robberies committed in his area, the paramount shaiikh of the Dulaim accepting general responsibility for all. North of Hit, where the settled population is sparse and widely scattered, it was not possible to exact local responsibility, but this section of the road is regularly patrolled by the Dulaim Camel Corps with satisfactory results.

THE DESERT MOTOR-CAR ROUTE.

Other important routes between 'Iraq and Syria have been opened during the year. In October, 1923, Messrs. Nairn began a regular service of motor cars between Damascus and Baghdad via Ramadi. The route shortly after leaving Damascus traverses deserts inhabited only by nomad tribes until it reaches Ramadi. Messrs. Nairn received the help and encouragement of General Weygand, with a concession for carrying mails similar to that granted by the 'Iraq Government. They had made a careful study of the route, as well as of the most suitable type of cars, and their arrangements have been in all respects well thought out. A second Company, that of Mr. Kattanah, has opened an alternative route from Damascus via Palmyra, Kubaisa and Hit to Baghdad. The actual mileage is somewhat longer but the stretch of desert traversed is shorter.

The desert routes, though offering little risk to properly organized caravans, are fraught with danger to inexperienced drivers and ill-equipped cars, and it was at once obvious, both to the 'Iraq and to the Syrian authorities, that official inspection and control was essential. In November the British Inspector-General of 'Iraq Police visited Damascus and, in conjunction with French police officers, drew up regulations for desert traffic. Nevertheless, accidents to isolated cars have not been infrequent.

6. Relations with Arabia.

GENERAL POSITION.

The relations between the 'Iraq Government and the Sultan of Nejd are one of the most unsatisfactory features of the year, nor is there any immediate prospect of improvement, the strenuous attempt of His Majesty's Government to solve existing disputes between all Arab rulers by a conference twice assembled at Kuwait having ended in failure.

The principal subject of discussions between the two states of 'Iraq and Nejd are the right of 'Iraq to give hospitality to the nomadic tribesmen whose habitual home is in Nejd, the obligation of the 'Iraq Government to prevent such incomers from using the country as a base of operations against the Akhwan tribes who follow Ibn Sa'ud, and the pretensions of the Sultan to continue to exercise authority and to collect revenue from tribes which have temporarily transferred their residence to 'Iraq territory. Occasionally Ibn Sa'ud has even collected these tribal revenues, or *Zikat*, within the desert frontier of 'Iraq from 'Iraqi shepherd tribes who pay in order to secure protection for their tents and flocks from Akhwan raiders.

Before his departure, Sir Percy Cox, in whose wise friendship the Sultan had the greatest confidence, had addressed to him a letter dealing with all current questions and also informing him that, with effect from 4th May, 1923, the affairs of Nejd would be dealt with by the Resident in the Persian Gulf under the direct control of the Colonial Office. He also warned him of the impropriety of sending his agents into 'Iraq territory on official missions to Akhwan tribes camped therein and of any attempt to collect *Zikat* from tribes subject to the 'Iraq Government.

The Refugee Shammar.

The main bone of contention is the presence in 'Iraq of Shammar refugees from Nejd. The Shammar are a large nomadic group, some of whom were in Turkish times subject to the Amir of Hail, while some have been settled for little short of 200 years in the north of 'Iraq, in the Jazira desert, between Mosul and Dair al Zor. Tribal sections were accustomed to move at will between the two areas, and as the Amir of Hail was, at least in name, a feudatory of the Turkish Empire, no international complication arose when a Shammar shaiikh from the Shamiyah deserts round Hail joined his kinsmen in the Jazira, or vice versa. In November, 1921, Ibn Sa'ud, after a prolonged siege, captured Hail and annexed to his dominions the area formerly subject to Ibn Rashid. Already in the previous spring, a number of Shammar tribesmen, fearing the ultimate victory of the Sultan and unwilling to remain under his rule, migrated to the 'Iraq and settled in the Jazira, much as they would have done in Turkish days if they had had differences of opinion with Ibn Rashid. The remainder of the Hail Shammar adopted Akhwan tenets, the more easily since they were already loose adherents of the Wahhabi sect and accepted the overlordship of Ibn Sa'ud. From first to last the defection of part of the Shammar has been deeply resented by Ibn Sa'ud, who has been unremitting in his demands for the extradition of his "subjects." Even if it were possible for the 'Iraq Government, with its limited military resources, to eject from its desert pastures large hordes of nomads and prevent their re-entry, such action would be abhorrent to

Arab tradition. Moreover, the Treaty of Mohammerah, signed on 5th May, 1922, had provided that tribes from one country might settle in the other on payment of grazing fees. But both Sir Percy Cox and his successor, Sir Henry Dobbs, lost no opportunity of calling the attention of the King and his Ministers to the fact that it was their duty to exert their best efforts to prevent the refugees from giving vent to their hostility to the Sultan and his Akhwan followers by raids conducted from the safe shelter of 'Iraq.

Towards the end of June, 1923, the matter came to a head in a series of raids carried out by the Shammar refugees on Nejd caravans in the Shamiyah desert. Dr. 'Abdullah, Ibn Sa'ud's agent in Baghdad, made representations to the High Commissioner, and he requested the Ministry of Interior to take immediate steps to recover and restore the loot which had been captured, and to bring persuasion to bear on the refugee Shammar to induce them to return of their own accord to Nejd. Subsequently the High Commissioner received a protest against the recent raids from the Sultan himself, together with a request that the Nejd Shammar should be expelled from 'Iraq, but he replied that, while he had impressed upon the 'Iraq Government that no effort should be spared to effect a restitution of the property looted, he must point out to His Highness that no undertaking had ever been given by the 'Iraq Government that any subject of the Nejd Government should be expelled at the request of the latter. He added that if the Shammar refugees were to revert to their activities against Nejd, it might be necessary ultimately to resort to this course.

Further Causes of Dispute.

A further complication in the relations between the two States arose out of the inextinguishable jealousies which existed between a pair of 'Iraq subjects in the southern frontier. Alternately in their struggle with one another they sought assistance from Ibn Sa'ud, by making submission to him, and their references to him have led to infringements of territorial sovereignty on his part, taking the form of the despatch of agents to the 'Iraq side of the desert frontier for the purpose of collecting tribute from tribes whose allegiance to himself was in some cases a matter of much doubt.

Conflict between International and Desert Law.

On both sides the law of the desert was in conflict with that of civilized communities, and either side appealed first to one code then to the other. Ibn Sa'ud's relation to his subjects was in his eyes that of the paramount chief to his tribesmen, a personal authority limited only by his own power to exact obedience. It was indifferent to him whether they wandered into another State; his right to command, to punish, to levy dues, was in his view unimpaired, if he could exercise it. But when he asked for the

extradition of the Shammar, he was changing his ground and appealing to International Law as against desert usage. The 'Iraq Government, on the other hand, claimed in the desert a territorial frontier which by the rules of International Law would suffer no infringement; any tribe which pastured within this limit was to be for the duration of its stay responsible for its conduct to the 'Iraq Government, and would pay grazing fees to that Government. But when the delinquencies of the refugee Shammar were broached, the 'Iraq Government fell back on the code sacred to the desert which refuses to deliver up the fugitive within its tents.

Efforts to check the Raids of the Refugee Shammar.

The Shammar raids did, indeed, present a difficult problem. The raiding parties, often many hundreds strong, could cross the Euphrates in boats, or at low water by fords, at almost any point between Ramadi and the frontier, a distance of over 150 miles. No force sufficiently powerful to stop them could be concentrated at a moment's notice wherever the raiders might appear and, once over the river, pursuit through the desert was out of the question. But it was obligatory on the 'Iraq Government to collect and return such loot as was brought into the country, and this the paramount shaikh of the 'Iraq Shammar was ordered to do. He was reasonably successful in his task, and in October, when the Adviser to the Ministry of Interior was in Mosul with King Faisal, measures were debated for the better control of the Shammar. It was made clear that raiders would not only be liable to have their loot taken from them, but also to additional punishment from the 'Iraq Government, towards which the paramount shaikh undertook complete responsibility.

Preparations for the Conference of Kuwait.

But little success could be expected of any panacea which did not touch the root of strife, namely the deep-seated jealousy and suspicion which existed between the two rulers. It had been the aim of Sir Percy Cox to bring them into personal contact under his auspices and, trusted as he was by both alike, a meeting of this nature might have been productive of good results. The project, which was to have materialized in the Spring of 1923, was abandoned by reason of his absence in London; by the time he had concluded the negotiation of the Protocol, the month of Ramadhan was close at hand when neither King Faisal nor the Sultan would care to be absent from his capital. In view of the growing tension between them, the idea of a conference was renewed, but Sir Percy Cox being no longer available, His Majesty's Government decided to entrust the task of presiding to Lieutenant-Colonel S. G. Knox, who had recently been acting as Resident in the Persian Gulf. A comprehensive settlement between 'Iraq, Trans-Jordan, and Hejaz and Nejd was contemplated.

But from the first the auspices were unfavourable. The Sultan declined to attend in person and in these circumstances it was evident that King Faisal and the Amir 'Abdullah would not attend either. The King of the Hejaz was reluctant to appoint a representative unless an undertaking were given that his immoderate demands for the re-institution of the Bani Rashid at Hail would be conceded, and the relations of the Hashimi family with the Sultan of Nejd were still further complicated by a raid carried out by the Akhwan across the Medina railway into Hejaz territory. Exaggerated reports of this incident were received from the Amir 'Abdullah, who described it as an attack on the railway, and King Faisal declared that a conference would be fruitless unless Ibn Sa'ud gave some definite pledge of good faith. Ultimately the Sultan instructed his tribes to refrain from hostile action all along the frontier.

Delegates had in the meantime been appointed to represent 'Iraq, Trans-Jordan and Nejd. King Faisal's choice fell on Sabih Beg Nishat, Minister for Communications and Works, who had accompanied Sir Percy Cox when the latter met Ibn Sa'ud at 'Oqair in November, 1922. Sabih Beg took with him the paramount shaikh of the 'Iraq Shammar. The representative of Trans-Jordan, 'Ali Khulqi, turned out to be a man of little value, Ibn Sa'ud's representatives were five in number: Dr. 'Abdullah Damluji, formerly his agent in Baghdad, 'Abdul 'Aziz Qusaibi, a well-known merchant of the Hasa, Mulla Hafidh and Saiyid Hashim, with Saiyid Hamzah al Ghauth as head of the mission. Mulla Hafidh is an Egyptian journalist, Saiyid Hashim a man of Kuwait, while Saiyid Hamzah was originally a citizen of Medina who had fallen foul of King Husain and been condemned by him to death. The selection did not, as a whole, inspire confidence, nor, as it proved, had the delegates power to take any decision without previous reference to Ibn Sa'ud.

Meeting of the Conference.

The conference met at Kuwait on 17th December, and the delegates at once came to logger-heads on the main points at issue, namely, Ibn Sa'ud's demand that the refugee Shammar should be expelled and his claim to the right of collecting dues from Nejd tribes living in 'Iraq territory. Among other points of difference, the Nejd delegates demanded the return of all loot taken subsequent to the 'Oqair Conference in November, 1922. This last point was objected to by the 'Iraq delegates because it neglected to deal with the damage caused to 'Iraq subjects by the great Akhwan raid in March, 1922, but both sides agreed to abide by whatever decision had been reached between Sir Percy Cox and Ibn Sa'ud in the 'Oqair Conference in November, 1922. A reference to Sir Percy Cox resulted in his stating that he had pointed out to Ibn Sa'ud that the latter could not expect restitution of loot by 'Iraq while her claims in respect of the raid of March, 1922,

remained unliquidated. He believed that he had put forward the advisability, as regards the past, of letting bygones be bygones and of concentrating on the future.

A suggestion was put forward for the setting up of a joint tribunal to settle disputes and control the movement of tribes, but the Nejd delegates refused to contemplate it. The absence of any representative of King Husain was a further and an insurmountable obstacle, as the 'Iraq delegates announced that they could come to no agreement on behalf of their country unless a simultaneous settlement between Nejd and the Hejaz were effected.

Reference of Questions to King Faisal and the Sultan.

It was therefore decided, on 27th December, to give permission to Sabih Beg to return to Baghdad and review the points at issue with King Faisal, while the Nejd delegates referred them to Ibn Sa'ud. After discussion, the King, though he stood fast on the general principle that the 'Iraq Government could not undertake to expel refugees, agreed to the establishment of a joint tribunal for the prevention of raids and was ready to give an assurance, with regard to the Nejd Shammar, that if the application of this procedure did not stop them from raiding, individual raiders would be expelled from 'Iraq, though not forced to return to Nejd. The King could not admit the possibility of concluding an extradition treaty, since Nejd possessed no regularly constituted courts which would satisfy the 'Iraq Courts as to the guilt of the accused person, but he was prepared to withdraw his opposition to the conclusion of a settlement between 'Iraq and Nejd before an agreement had been reached between Nejd and the Hejaz.

Renewal of Discussions at Kuwait.

It was thus, with the ground considerably cleared, that Sabih Beg returned to Kuwait. The Conference was resumed on 16th January, but negotiations on the crucial subject of the refugees were as abortive as before and when the Nejd delegates were informed of Sir Percy Cox's reply as to the proceedings at 'Oqair, and also that King Faisal was prepared to drop all past claims for the restitution of loot if the Sultan did likewise, they went back on their undertaking to abide by Sir Percy Cox's ruling.

As regards the refugees, the President suggested a formula by means of which he considered that agreement could be reached. It ran as follows: "Both the high contracting parties through their representatives present in Kuwait recognize and admit the misunderstandings and jealousy that arise from enticing the tribes away from their rulers into foreign territory, and they hereby solemnly bind themselves that they will personally and through their servants and dependants discourage in every possible way, short of actual expulsion and violence, the migration of tribes or

tribesmen from the one territory to the other, except with the cognizance and approval of their lawful sovereign. Thus they will not give presents, either in money or in kind, to refugees from the other territories and they will undertake to look with disfavour on those of their subjects who encourage foreign tribesmen in coming over to them." It was referred to the King and the Sultan and by King Faisal it was ultimately accepted.

While the conference was sitting information was received that King Husain had ordered his tribesmen not to attack the Akhwan except in self-defence and also that he would permit the Amir Zaid to go to Kuwait as his representative; it was coupled by a suggestion made by King Faisal, with the approval of His Majesty's Government, that Ibn Sa'ud should respond by appointing one of his sons as a delegate. This proposal was warmly backed by Colonel Knox, who considered that there was little likelihood of achieving results unless the Nejd mission were reconstructed and given plenipotentiary powers.

Adjournment of the Conference.

Various reasons contributed to make a short adjournment of the conference desirable. The President was unwell, Sabih Beg was urgently required by his ministerial duties in Baghdad, and the presence at the conference of a representative of the Hejaz and, as it was hoped, a son of Ibn Sa'ud, would widen issues and perhaps facilitate conclusions. It was therefore decided to adjourn till the first week of March and the 'Iraq delegates left Kuwait on 26th January.

Diminishing Hopes of Settlement.

As the date of re-assembly approached, it became increasingly difficult to spare Sabih Beg. An extra fortnight's delay was suggested by King Faisal and agreed to by His Majesty's Government, but it was not possible to inform the Sultan in time and his delegates returned to Kuwait at the end of February. They were preceded by letters from Ibn Sa'ud in which he expressed his conviction that peace between 'Iraq and Nejd was essential and offered his help in restraining and punishing raiders, but he replied evasively as to the possibility of sending his son—he ultimately refused to do so—and added that he had reappointed three of the former delegates, Dr. 'Abdullah, Mulla Hafidh and Saiyid Hashim, and given them ample instructions and full powers. When they arrived at Kuwait they brought with them further letters in which the Sultan gave vent to indignant protests against raids committed on Nejd villages by his renegade subjects, the tribe of Mutair, who had, he stated, taken refuge at the wells of Amghar. He enclosed a letter from his henchman, Ibn Dawish, which was nothing short of a threat to 'Iraq, and he declared that in view of the conduct of the Mutair he could no longer be responsible for the control of his tribes.

Now Amghar, where the Mutair were said to be encamped, is not in 'Iraq territory but is situated in a neutral belt between the two countries. The 'Iraq Government was able to prove that during the months in which the Mutair had camped within the frontier, effective measures had been taken to prevent them from raiding Nejd, but while denying the charge that it had failed to restrain the Mutair, the 'Iraq Government was prepared to submit the complaint to careful examination by Colonel Knox, when the conference opened. While conveying this information, the High Commissioner asked Colonel Knox to let Ibn Sa'ud know that persistent rumours were coming to Baghdad from many sources to the effect that Ibn Dawish was preparing an attack on the 'Iraq tribes and he requested the President to convey a warning to the Sultan that any raiding party identified within the boundaries of 'Iraq would be bombed by air.

Colonel Knox was far from satisfied with the attitude of the Nejd delegates. They could give no assurance that they were empowered to agree to his formula which had been accepted by King Faisal; but His Majesty's Government was anxious that negotiations between 'Iraq and Nejd should be re-opened at the earliest possible moment, though it was decided to postpone the departure of the Amir Zaid until it could be ascertained whether the Sultan would send his son, as he was again pressed to do. As the opening of the Constituent Assembly was now at hand, a Cabinet Minister could not be spared and Sabih Beg was replaced by Hikmat Beg Sulaiman, the Director of Posts and Telegraphs. Together with two Trans-Jordan delegates, Hikmat Beg started for Basra, whence, in order to avoid further delay, they were to be flown to Kuwait, but before they could leave Basra reports were received in Baghdad that the attack on 'Iraq tribes contemplated by Ibn Dawish had been carried out on 14th March. Instructions were sent to Hikmat Beg not to proceed pending enquiries and the Trans-Jordan delegates alone arrived on 22nd March at Kuwait.

The Akhwan Raid.

Some time elapsed before the exact nature of the raid could be determined but it was ultimately proved that the loss of life had been 186 souls and that all household gear and livestock had been captured, the latter amounting to over 26,000 sheep and some 3,700 donkeys. Such help as could be supplied to the fugitives was offered, as they struggled back to the Euphrates, by the local authorities, the King, with his customary generosity, contributing a large sum of money from his private purse, and by degrees the sufferers drifted back to their kinsfolk.

As the details became known the indignation of the 'Iraq Government increased. The threats and baseless accusations previously received from Ibn Sa'ud and the magnitude of a raid which was not less than 2,000 strong, alike suggested that even

if it had not, as was probable, been undertaken at the direct order of the Sultan, he could not have been ignorant of the intentions of Ibn Dawish. This opinion was shared by the Resident in the Persian Gulf and by Colonel Knox. In these circumstances the High Commissioner supported the view of the King and his Government that 'Iraq could take no further share in the Kuwait Conference until apology and reparation had been made by Ibn Sa'ud.

Kuwait Conference Dissolved.

No progress had been made at Kuwait in the negotiations between Nejd and Trans-Jordan, 'Iraq had now dropped out, the Hejaz had never come in, and Colonel Knox came to the conclusion that it would be vain to anticipate any result from the continuance of the conference. With this view His Majesty's Government concurred and Colonel Knox left Kuwait on 12th April.

It is only fair to state, in reviewing this abortive conclusion, that Ibn Sa'ud had rejected every compromise which might have offered a solution acceptable to both sides, while King Faisal was ready to agree to any proposal which, in the opinion of His Majesty's Government, was likely to lead to the establishment of peaceful relations between the two states and the moderation and good sense shown by his representative at Kuwait were commended by Colonel Knox. It is difficult not to conclude from the Sultan's obstinate unwillingness to yield to argument, as well as from his refusal to send his son to Kuwait, that he never had at heart a successful outcome of the conference, or that the unprovoked attack made by Ibn Dawish was not welcome to him as a means of terrorizing, or an excuse for terminating, its deliberations.

Further Raids.

A further raid of considerable magnitude occurred on 31st May, but on this occasion the 'Iraq nomadic tribes were prepared and they defended themselves successfully. The raiders drew off with some casualties and no booty. The remaining months of the year were comparatively uneventful. Ibn Sa'ud's forces were engaged in Trans-Jordan and in the Hejaz and in spite of incessant pinpricks, in the shape of small raids into Nejd on the part of the refugee tribes, he did not retaliate. But the Akhwan leader, Ibn Dawish, was known to be keeping a strict watch on all the desert tracks coming down from 'Iraq and to be prepared for an immediate attack if any marked signs of activity were observed in this country. As the winter approached there were indications that the Shammar and other refugee tribes were concentrating near the Euphrates and rumours were rife that a large combined movement was intended, possibly with a view to recapturing Hail while Ibn Sa'ud was believed to be engrossed in the Hejaz. The High Commissioner pointed out to King Faisal

the extreme folly of allowing this scheme to ripen and the grave danger of exposing to retaliation the 'Iraq shepherd tribes who at that season were obliged to go out into the desert pasturage. He also strongly advised the Ministry of Interior to order all the refugee tribes away from the frontier, and as soon as the conditions of pasturage allowed to move them into the Jazira desert west of Mosul. In the meantime orders were issued to the refugee Shammar not to move south of a given line, and pledges not to raid were taken from all tribes in southern 'Iraq. But these measures were not enough to control small bodies of the Mutair and other Nejd tribes encamped in 'Iraq territory and petty aggressions continued to take place, though the shepherd tribes, anxious for their own safety, were clearly eager to prevent them and ready to come to private terms with the Nejd shaikhs, as they had always been accustomed to do in the past, and to go out to the desert grazing grounds under their guarantee. It looked, indeed, as if the problem might be resolved in time-honoured fashion by the tribes among themselves, and in the middle of December yet stricter measures were taken to check the proceedings of the Mutair and other breakers of the peace. The High Commissioner was asked to inform Ibn Sa'ud of the orders which had been issued by the Ministry of Interior and to request him to give similar orders to his tribes, but before the communication could be made, hostilities broke out afresh, the Akhwan carrying out two raids on a large scale on 26th and 30th December, the helpless shepherd tribes being once more the victims.

Thus at the close of the period under report the position between 'Iraq and Nejd remains as difficult as it had been before, with the difference that the capture of Mecca has added immensely to the prestige of Ibn Sa'ud.

7. Relations with Persia.

CONDITION ON THE FRONTIER.

The Persian frontier, like the Syrian frontier, is the home of tribesmen, but the Kurds of the eastern border are only semi-nomadic and have fixed and recognized migrations. They pass the winter in the lower ground of 'Iraq where they engage in cultivation, and they go up in summer with their flocks to the Persian highlands. The sheep tax is levied from them by the 'Iraq Government during their stay in its territory. These conditions apply to the whole length of the frontier from Ruwandiz to Pusht-i-Kuh where the position is somewhat different. Here the semi-autonomous *Wali* has come to an arrangement with the 'Iraq Government through the British High Commissioner as to the terms on which the flocks of the Arab tribe of Bani Lam may use his pasture grounds during the spring, a subject which had previously given rise to a long series of bickerings. It has been decided that the *Wali* shall demand a sum of 600 liras annually for his grazing rights.

The *Wali* himself holds property within the 'Iraq frontier and has pressed for its registration in Tapu. The question was considered by the Council of Ministers in March, 1924, when it was decided that his property in Mandali, Badra and Zorbatiya should be divided by him among his sons and registered in their name. With regard to the acquisition by him of further holdings in 'Iraq, the Council made exemption for the future of the frontier *Liwas* of Diyala, Kut and 'Amara, but the *Wali* may if he chooses purchase property in the interior *Liwas*.

THE SHAH'S JOURNEY.

His Majesty the Shah passed through Baghdad on 8th November. He arrived by train in the morning and left in the afternoon by car. The High Commissioner visited him at the station, together with the Air Marshal, the Chief Aide-de-Camp of King Faisal and one of his Chamberlains, and the Lord Mayor of Baghdad. The Shah spent the night at Ramadi where he was entertained by the Administrative Inspector on behalf of the High Commissioner.

CONTROL OF THE SHATT-AL-'ARAB.

A difficulty arose with the Persian Customs authorities concerning the right of the 'Iraq Government to control navigation in the Shatt-al-'Arab. The Turco-Persian Frontier Commission of 1914 fixed the Persian frontier on the Shatt-al-'Arab at low water line on the east bank from a point two miles below Fao. Thus the waterway is at Fao subject to the jurisdiction of the 'Iraq Government, and craft navigating the waterway are bound by regulations which have been in force for several years and were legally promulgated by the 'Iraq authorities. These regulations provide for a customs examination at Fao, with a view to the prevention of smuggling, and for the payment of port dues by foreign craft in order to cover the cost of buoying and of controlling the waterway.

On 3rd March, acting, as it was alleged, on instructions from Tehran, the Director of Customs at Mohammerah established a customs post on an armed sea-going launch which was placed opposite Fao in 'Iraq waters, and orders were issued forbidding Persian craft, proceeding either to Abadan or to Fao, to call at Fao customs post or pay port dues.

At the request of the 'Iraq Government, which behaved with signal moderation, the High Commissioner asked His Britannic Majesty's Minister in Tehran to expostulate with the Persian Government, and was informed on 7th April that the Director General of Customs had realised the importance of the principles involved, and was sending orders to the launch to depart and not to return without direct orders from Tehran.

After various delays, the British Collector of Customs, on behalf of the 'Iraq Government, and the Belgian Director of Customs, on behalf of the Persian Government, met at Mohammerah and came to an agreement for reciprocal assistance, subject to confirmation by both Governments. An outstanding difficulty is the payment of port dues which involves the important principle that the 'Iraq Government has the sole right of control over vessels using the main stream of the Shatt-al-'Arab. Pending settlement, the dues are collected under protest and registered in a separate account.

RECOGNITION OF THE 'IRAQ GOVERNMENT BY THE PERSIAN GOVERNMENT.

In October, 1924, the Persian Government announced its willingness to recognize the Kingdom of 'Iraq.

The detailed arrangements for the visit of a ceremonial mission to Tehran announcing the accession of King Faisal to the throne, and for the subsequent negotiation in Baghdad of a treaty of amity, were being elaborated at the end of the period under review.

The departure of the 'Iraq mission was delayed by the absence of the Prime Minister from Tehran. After the completion of his work in Arabistan, he made a short pilgrimage to the holy places of 'Iraq, but King Faisal was not in Baghdad and the Sardar Sepah stayed there only for an hour or two and received no official visits.

8. Archaeology.

LAW OF ANTIQUITIES.

A law of Antiquities, based on that which was adopted in Palestine, was published in the *'Iraq Gazette* of 15th September, 1924, in accordance with Article XIV of the Anglo-'Iraq treaty. The text is included in the compilation of 'Iraq legislation.

The Oriental Secretary to the High Commissioner continues to serve as Honorary Director of the Department of Antiquities, which has been placed under the Minister of Communications and Works.

EXCAVATIONS AT KISH AND UR.

The excavations at Kish were re-opened at the end of September, 1923, by Mr. Mackay and Colonel Lane on behalf of the Oxford University and Field Museum. Professor Langdon joined the party in December. The results of the season's work were signally successful. Excavations in the temple lying round the Uhaimir mound, which represents the zigurrat, were continued but the problems presented there were not elucidated. The ruins would appear to belong to the Semitic period, dynasty of Hammurabi. Under the eastern mound work was carried on in two large places of the Sumerian period which may be approximately dated at the beginning of the fourth millennium. Very remarkable decorative inlaid plaques were found in the chambers.

Excavations at Ur were re-opened early in November, 1923, under Mr. Woolley, Mr. Fitzgerald and Mr. Gadd. Mr. Newton came out in January. A considerable amount of work was carried out during the season. The brick zigurrat of Ur Ungur was cleared, revealing for the first time the means of ascent on to a zigurrat, which in this case was a triple stair. A great courtyard lying below the zigurrat was also laid bare. But the discoveries at the small mound of Tall al 'Ubaiyidh, four miles from Ur, were yet more striking. The mound was found to contain a temple and a cemetery of the first dynasty of Ur, about 4000 B.C. Most remarkable remains of the decoration of the temple facade in its earliest period were unearthed and the pottery and human remains recovered from the cemetery are of the highest importance.

Both at Kish and Ur the season's work was brought to a close in March, 1924, when a division of the objects found was carried out by the Honorary Director of Antiquities. On both sites work was re-opened in the early winter of 1924, but reports are not yet available.

The Joint Committee, which is presided over by the Chief Librarian of the British Museum and constitutes the highest archaeological authority in Great Britain, has expressed itself satisfied with the manner in which the division has been made in this as well as in former seasons.

BAGHDAD MUSEUM.

The Department of Antiquities has secured a room in the Sarai which serves temporarily to lodge the treasures which have fallen to its share. The existence of a museum is a source of considerable pride to the people of Baghdad and attracts many small gifts of antiquities.

The overland route has facilitated the visit of distinguished archaeologists, from whose learning the Department has derived much benefit. In October, 1923, Professor Clay arrived with a party and inaugurated an American School of Historical Research. Pending the provision of funds, this school has not actually materialised.

Annexure.

No. 1.

The High Commissioner for 'Iraq to the Prime Minister of 'Iraq.

THE RESIDENCY, BAGHDAD,

26th March, 1924.

MY DEAR PRIME MINISTER,

In addition to the Military, Financial, Judicial and British Officials Agreements, it is provided by Article X of the Treaty that separate agreements should be concluded to secure the execution of any treaties, agreements or undertakings which His Britannic Majesty is under obligation to see carried out in respect of 'Iraq. The British Government does not propose to press the 'Iraq Government to conclude these special agreements

at the present moment when it is fully occupied with the ratification of the Treaty and the four subsidiary agreements mentioned above, and when it may not have developed fully the machinery for carrying out the international obligations by which, like other independent Governments, it will eventually be bound.

His Britannic Majesty's Government is, therefore, prepared to rely on the 'Iraq Government to carry out its obligations under Article X of the Treaty in due course when the proper time arrives. It is, however, desirable that the High Contracting Parties should be agreed now as to the treaties and agreements which are referred to in Article X, both to avoid any question arising in the future and to enable the Minister to answer any questions which may be asked in the Constituent Assembly as to the scope of Article X.

His Britannic Majesty's Government consider that the following are the Treaties, Agreements and Undertakings referred to in Article X, and, if the 'Iraq Government agrees, I should be glad to receive an official reply notifying the Government's concurrence:—

The Covenant of the League of Nations.
The Treaty of Lausanne.
The Anglo-French Boundary Convention.
The San Remo Oil Agreement, and,

Any other general international agreements already existing, or which may be concluded hereafter with the approval of the League of Nations, in respect of the following:—

The Slave Trade.
Traffic in Drugs.
Traffic in Arms and Ammunition.
Traffic in Women and Children.
Commercial Equality.
Freedom of Transit and Navigation (as soon as local conditions allow).
Aerial Navigation.
Postal, Telegraphic or Wireless Communications and Measures for the protection of Literature, Art or Industries.

The documents referred to have all been made public and I shall be glad to furnish any further information which the Government may desire to have.

Yours sincerely,

H. DOBBS.

No. 2.

The Prime Minister of 'Iraq to the High Commissioner for 'Iraq.

SECRETARIAT OF THE COUNCIL OF MINISTERS,
BAGHDAD.

10th July, 1924.

DEAR SIR HENRY,

With reference to your letter, dated the 26th March, 1924, and in view of the Council of Ministers' two resolutions adopted at the meeting of the 26th May and the 26th June, respectively, which resolutions have been approved by His Majesty the King, I am now able to inform Your Excellency that the 'Iraq Government has accepted the Agreements, Treaties and Obligations referred to in Article X of the Anglo-'Iraq Treaty

and mentioned in Your Excellency's aforesaid letter. I forward herewith copy of Council of Ministers' resolution adopted at the meeting of the 26th June, 1924, in connection with the "Anglo-French Boundary Convention," and copy of a letter from the Rais of the Royal Diwan containing important remarks with regard to the boundaries between 'Iraq and Syria, in order that all these remarks may receive careful consideration at the discussions which will take place in future in connection with the Boundary question.

Yours sincerely,

JA'FAR AL'ASKARI,

Prime Minister.

ENCLOSURE 1 IN No. 2.

Copy of Council of Ministers' Resolution No. 6 adopted at the meeting of Thursday, the 26th June, 1924.

There was read out, Counsellor to His Excellency the High Commissioner for 'Iraq's letter, dated 23rd June, 1924, on the subject of the Anglo-French Boundary Convention, and also his letter, dated 11th June, on the same subject. Whereupon the Council of Ministers accepted the Anglo-French Boundary Convention resolving that it is necessary that the whole of the Jebal Sinjar should be included in 'Iraq for the purpose of safeguarding 'Iraq interests.

ENCLOSURE 2 IN No. 2.

Copy of letter, dated 6th July 1924, from the Rais of the Royal Diwan to the Secretary to the Council of Ministers.

His Majesty has approved the Council of Ministers' resolutions adopted at the meeting held on the 26th June, 1924. But as regards resolution No. 6, while His Majesty agrees in principle to the contents thereof (i.e. the acceptance of the Anglo-French Boundary Convention) out of a desire to discharge the obligations undertaken towards our ally, Great Britain, His Majesty would, in the meantime, wish to invite the attention of the Council of Ministers to the serious nature of the discussions which will take place later on between the two parties for the final fixation of the 'Iraq-Syrian Boundary.

The firm establishment and continuance of good relations between any two countries depend, in the first place, on the boundaries between such countries being clearly set out and of a nature which will help to remove causes of dispute (or difference). And as the natural northern boundary between the two countries, 'Iraq and Syria, is the course of the Khabur river, His Majesty considers that any compromise that may be allowed in future in connection with this boundary which forms the only natural barrier (original partition) between the various zones and tribes, will inevitably lead to misunderstanding and to the disturbance of good relations. Such an eventuality is undoubtedly inconsistent with the wishes of the two parties and not in their interest. I have, therefore, been directed by His Majesty to invite the attention of the Council to this vital point in order that it may constantly keep it before its eyes in future.

U. E.

RUSTAM HAIDAR.

II. MINISTRY OF INTERIOR.

1. Internal Administration.

ORGANIZATION.

The portfolio of Interior was held by the Prime Minister, 'Abdul Muhsin Beg al Sa'dun, till 16th November, 1923, when on the formation of the Cabinet of Ja'far Pasha al 'Askari, 'Ali Jaudat Beg, Mutasarrif of Muntafiq, was appointed Minister.

In August, 1924, 'Abdul Muhsin Beg resumed the office of Minister of Interior in the cabinet of Yasin Pasha al Hashimi. Mr. K. Cornwallis, C.B.E., D.S.O., continues to perform the duties of Adviser to Interior and Chief of the Inspectorate Staff, in addition to that of Personal Adviser to the King.

Certain changes have been made in the administrative divisions of the country, the most important of which are that in April, 1923, 'Arbil, which had been, since 1921, a Subdivision under Kirkuk, was returned to the full status of a Division, and that in March, 1924, Sulaimaniya was also reconstituted as a Division of 'Iraq. The Divisions now number 14, and are as follows :—

Basra, Muntafiq, Diwaniya, Hilla, Karbala, 'Amara, Kut, Baghdad, Dulaim, Diyala, Kirkuk, Sulaimaniya, 'Arbil and Mosul.

The chief administrative officer of a Division or Liwa is the Mutasarrif; under him are the Qaimmaqams at the head of the Qadhas into which the Liwa is divided. The Qadhas are subdivided into Nahiyahs under Mudirs. Mutasarrifs and Qaimmaqams (through Mutasarrifs) are responsible to the Ministers of Interior and Finance jointly, but in Nahiyahs, administrative and financial duties were formerly divided. The former were assigned to the Mudir, the latter to an official called the Mamur Shu'bah. Early in January, 1924, the Council of Ministers decided to alter this organization by assigning both administrative and financial duties to a single official, to be called Mudir of the Nahiyah. The Mamur Shu'bah has thus been abolished and the new type of Mudir will be responsible to both Ministries, through the Qaimmaqam and Mutasarrif. This system should prove more economical and it should also avoid unnecessary reduplication of work.

The British advisory side of the administration is represented by Administrative Inspectors whose functions were defined by the Administrative Inspectorate Law, passed in January, 1923.

TRANSFER OF PROPERTY TAX.

Another important decision of the Council which directly affected the Ministry of Interior was taken in August, 1923, namely, the transfer of property tax revenues from the budget of municipalities to that of the State, with effect from 1st April, 1923. Although it was decided at the same time that the 12½ per cent.

of gross revenue formerly paid by municipalities as a contribution to Government should revert to them, in the majority of cases this did not compensate them for the loss of the Property Tax. Municipal budgets have been difficult to adjust, but it is anticipated that general advantage will accrue from a more efficient assessment and collection of the tax.

GENERAL FEATURES OF ADMINISTRATION.

Local administration has pursued an even course during the year, undistorted by political agitation. Any problems which have arisen have sprung from natural causes such as cannot be eliminated in a day. Tribal lawlessness still lifts its head among the strong confederations of the middle and lower Euphrates, nor is the ordinary machinery of administration always sufficient to quell it. Fundamental agrarian questions have yet to be solved, the relations between shaikh and sarkal, and of both to the central authority, still lack definition and the tribesman has not relinquished his primeval preference for taking the settlement of his disputes with his fellows into his own hand, without reference to the law of the land.

There is, however, a distinct improvement and already over most areas normal conditions of administration prevail and the authority of government is recognised. The whole valley of the Tigris is free from the danger of serious disturbance and the same applies to the Euphrates valley from Hilla to the frontier, while Kirkuk and 'Arbil are among the best administered Divisions of 'Iraq. The action taken in the 'Afaq, Samawa and Chabaish areas has done much to stabilize the administration in the Middle and Lower Euphrates. It is satisfactory to observe that in general there is close co-operation between the 'Iraq official and his British adviser or Inspector and not infrequently the local knowledge of the one and the training of the other combine to form a highly efficient unit.

Considerable advance has been made towards the selection and organization of a regular civil service. In March, 1924, it was decided to form a joint selection board composed of members of the Ministries of Interior and Finance for the purpose of advising on the appointment, transfers and dismissal of Mutasarrifs, Qaimmaqams and Mudirs. This board has already done valuable work in securing a better type of official and has proved an effective check on favouritism. At the same time a system for the examination of candidates was established and extended to all existing officials of the two lower grades, with the result that many of these were eliminated.

The general level of capacity and integrity among the higher officials is undoubtedly rising year by year. Flagrant practice of corruption has on more than one occasion led to official enquiries with salutary effect; 'Iraq officials are gaining in administrative experience and many are showing initiative and activity in dealing with the problems of their district.

TRIBAL DISPUTES REGULATIONS.

In tribal areas increasing use has been made of the tribal *majlis* as a means of dealing not only with tribal disputes, but with all questions which affect the tribes, and it has undoubtedly done good work ; but it has tended to become too much stereotyped and Mutasarrifs have been inclined to use it as a means of shelving their own responsibilities. Steps have been taken to give it more efficiency.

AGRARIAN SETTLEMENT.

The agrarian question, more acute in the Muntafiq Division than elsewhere in 'Iraq, is still as far from solution as before and demands a comprehensive agrarian survey. As occasion permitted, such surveys have been carried out over sections of various districts.

MOSUL CENSUS.

A census was carried out in Mosul Division during the year 1923. This produced a total population of 222,011, but this figure is considered to be about two-thirds of the true figure at which the population should stand, as the tribal population could not be registered.

CONTROL OF SHAMMAR NOMADS.

The control exercised by Government over the nomadic Shammar in the desert west of Mosul is still imperfect. The depredations of the Shammar shaikhs have been partially checked by the adoption by the 'Iraq Government of the policy of making Shaikh 'Ajil al Yawar responsible for the tribe and backing him strongly with official support. But the right claimed by the shaikhs, and formerly admitted by the Turkish Government, to collect dues upon all sheep grazing in the desert, upon wayfarers and caravans and even on the cultivation on the fringe of the Jazira steppe, is a scourge which is difficult to eradicate. It is the effort of Government to limit it as far as possible, but the villages along the Tigris which send out their sheep to pasturage find themselves obliged to meet the demands of the Shammar so as to secure the safety of their flocks, while the merchants who take sheep across the desert for the Syrian market are particularly harshly treated. Every ragged party of tribesmen whom they meet will demand the present of a sheep, and although in theory the caravan is under the protection of the shaikh to whom the dues (Khuwah) were paid, a second shaikh will often claim and enforce payment to himself ; moreover, the tribal guard, which fulfils its purpose so ill, lives upon the shepherds and their flocks. Until the three governments of 'Iraq, Syria and Turkey combine in a concerted scheme for the protection of trade routes, it is doubtful whether these exactions can be stopped.

It is partly owing to the heavy tolls levied by the Shammar that trade with Syria is disappointing to Mosul. At present it usually goes via Baghdad, the charges on that road being lower, while it enjoys greater immunity from the rapacity of the tribesmen.

2. Municipalities.

ORGANIZATION.

Municipalities are in charge of elective municipal councils, the members of which are elected for a term of four years, half the number retiring every second year.

The Mayor, or *Rais Baladiyah*, is appointed by the Mutasarrif, who selects his nominee from among the elected members. But in Baghdad the Lord Mayor, or *Amin al 'Asimah*, is appointed by the Ministry of Interior with the approval of the Cabinet.

THE LARGER TOWNS.

Of the larger towns, the Municipalities of Baghdad and Basra have been precluded from making any considerable development by the loss of their chief source of revenue, the Property Tax. In Mosul, municipal finances have been incompetently handled and little has been done beyond the completion of a scheme for supplying the town with water. The cholera epidemic which began at Mohammerah in the autumn of 1923, put a heavy burden on the Public Health Department, which showed itself equal to the task imposed on it.

SMALLER MUNICIPALITIES.

Towns of the calibre of 'Amara, Nasiriya, and Hilla will be forced to strict economy in order to meet the loss of the Property Tax. As a rule the quality of the municipal Councils depends very largely on the energy and capacity of the mayor, but on the whole the towns are creditably managed and in places where the mayor is an exceptionally capable man, as, for example, in the case of Kirkuk, the standard rises considerably higher. As compared with Turkish times the improvement is remarkable. The neglect and filth which characterised the provincial towns has everywhere vanished. The streets are decently kept and lighted by electricity, the bazaars sanitary, the water supply clean. The standard of living has risen. Besides water and light, the local municipalities not infrequently run ice and soda water plants. Other municipal enterprises, such as flour mills, have been attempted, but rarely with success.

As for still smaller municipalities or townships with a population of two to three thousand, it must be admitted that if they are usually solvent it is because they incur little or no expenditure on public services. It is, however, recorded that a mayor of a reed-hut village, some 15 miles from the divisional

headquarters, proposed to light the road thither by electricity, "like Paris." On being asked how many electric lamps he thought would be necessary, he reflected deeply and replied: "Three: one in the town, one in the village and one half way."

Many of the small municipalities have benefited by the transference of the Property Tax to the Government Exchequer, for whereas they profited little by the tax, the reversion to them of 12½ per cent. of their whole income, which was formerly a fixed contribution to General Revenues, is a solid gain.

3. The 'Iraq Police.

GENERAL.

During the period under review great progress was made in the extension of the control of Arab Commandants of Police over Police administration. At the close of 1924, the principle had been introduced in all Liwas except 'Arbil, and in the near future an Arab Commandant will be appointed to this Liwa also. In other Liwas, Arab Commandants assumed full responsibility, including control over accounts.

A great reduction has been effected in the number of foreign personnel in the Police Department. The number of British gazetted officers was reduced from 24 to 15. The services of 19 British non-gazetted personnel were terminated, reducing their number to 14, and a large number of Indian clerks and inspectors were dispensed with, their places being taken by Arab personnel.

The budget for the year 1924-25 amounted to Rs. 70,54,270/-, and included provision for a force of 3,134 foot and 2,755 mounted police. Although no increase is anticipated during the financial year 1925-1926, the budget will show an increase of one lakh of rupees owing to increased cost of horse rations. The above does not include Sulaimaniya, for which a separate budget has been submitted, amounting to Rs. 1,38,904. This includes provision for 100 police.

No difficulty in obtaining recruits has been experienced in any part of the 'Iraq and the force is almost up to sanctioned strength. Health and discipline have been good, although in some cases outstations in charge of Inspectors or Assistant Commandants have shown a remarkable inferiority in discipline to Headquarter Stations where there are British Station House Officers.

Great progress has been made in consolidating the position of the Police force throughout the country. Everywhere, improvements have been effected in regard to barrack accommodation. New headquarter police stations are under preparation at Diwaniya, Samawa, and Rumaitha. The building programme for the new financial year includes new police stations at Ba 'quba, Kut and Falluja and thus ensures that progress will be well maintained.

The Police Training School was abolished with effect from 31st July, 1923, owing to financial stringency, but was re-opened with effect from 10th June, 1924, as it was found impossible to do without it.

A standardised rate of pay for the whole 'Iraq police was introduced during the year 1923, and this resulted not only in a large saving to government but also in greater efficiency in certain districts and a simplification of the system of accounts.

GAZETTED OFFICERS.

At the close of 1924 there were 15 British officers in the 'Iraq Police. During the period under review, six officers left the force owing to the policy of reduction of British personnel.

In the current financial year, budget provision has been made for 15 officers and it is the considered opinion of the British Inspector-General that public security will be endangered if further reduction is made. Already in places where there is insufficient British supervision and 'Iraqi officers are insufficiently trained, a marked decline in efficiency is noticeable, and crime has increased. In the last four years, i.e., from 1921 up to date, the cadre has been cut down from 30 to 15 and this in spite of the fact that prior to 1921 there were no 'Iraqi gazetted officers in the force, and time to train them has been so short.

At the end of the year 1924 the strength of 'Iraqi officers was 15 commandants and 24 assistant commandants. In the current financial year the numbers will remain unchanged.

BRITISH NON-GAZETTED PERSONNEL.

The strength of the British non-gazetted personnel, including railway police, at the end of the year was 14. They are employed in the following Liwas :—Baghdad, Mosul, 'Arbil, Kirkuk, Basra, Diwaniya, and Nasiriya, and in the Railway Police. In other Liwas their duties have been taken over by 'Iraqi inspectors and the progress made in this direction may be gauged from the reductions made in successive years, as below :—

In 1921 strength was	..	..	..	..	59
„ 1922	„	„	..	..	34
„ 1923	„	„	..	..	29
„ 1924	„	„	..	..	14

British non-gazetted personnel are now mainly employed in supervising the training, clothing and discipline of the men and are responsible for the correct working of night patrols and the system of prevention of crime, guards and escorts. British non-gazetted personnel with cavalry training are, moreover, very useful in charge of the Mounted Police, especially in Liwas such as Baghdad, 'Arbil, Kirkuk, Nasiriya and Diwaniya, where there are Government horses.

INSPECTORS.

The total number of inspectors in the force is now 173, and no increase is anticipated.

Indian inspectors and clerks are being gradually eliminated from the force. During the period under review, 9 inspectors and 15 clerks either reverted to India to their substantive posts or were otherwise disposed of. Indian inspectors are now mainly employed in railways and on highly technical work in the Finger Print Bureau. At present there are only eight Indian inspectors left in the 'Iraq Police, and this further shows the extent to which the country is now being actually policed by 'Iraqis.

CENTRAL CRIMINAL INVESTIGATION DEPARTMENT.

Criminal Branch.—In June, 1924, the Criminal Branch was definitely separated from the Special Branch and placed in charge of an 'Iraqi commandant of police under the supervision of the D.I.G., Police (C.I.D.). There has been a great increase in the number of cases handled entirely by the Department, which has, moreover, been of great assistance to the District Police in detection of crime by means of the finger print system and by means of the development and identification of prints left behind by criminals when committing crime. Many important cases were dealt with, including several Customs fraud cases in which over 1½ lakhs of rupees were recovered for Government. A big political criminal gang in Baghdad itself was also broken up.

Special Branch.—The Special Branch continued to keep Government informed of subversive political movements and intrigues. In addition, a considerable amount of external intelligence work has been done in the frontier Liwas and the work of consolidation and dissemination of information has been carried out.

Finger Print Bureau.—Finger Print (Record) Slips on record in the Bureau increased from 11,986 to 21,808. A total of 13,795 Search Slips were received during the period under review which resulted in 1,105 persons being traced as using false names, and 1,856 persons as having previous convictions. There were 18 cases of escaped convicts being traced by means of finger prints.

Transactions with foreign bureaux have been as follows :—

F.P. (Record) Slips were issued as under :

Indian Bureau	..	..	..	..	..	165
Scotland Yard	7
Colombo	1

F.P. (Record) Slips have been received :

Indian Bureau	21
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Search Slips were received from foreign bureaux as under :

Indian Bureaux	73
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A total of 1,055 Search Slips were submitted by various departments, before employing subordinate personnel, with the result that 124 persons were traced as having been convicted of criminal offences.

PASSPORT AND RESIDENCE DEPARTMENT

Administration and Organisation.

At the beginning of the year Passport Bureaux existed at Baghdad, Basra, and Mosul; and Passport Checking Posts existed at Khanaqin, Ramadi, 'Ana, Abul Khasib, Diaji, Tannumah, Ma'qil and Viceroy-Pier. The last four posts are in the environs of Basra.

Owing to the return to normal conditions on the Turco-'Iraqian borders, and the consequent resumption of trade between 'Iraq and Turkey, it was found necessary to establish Checking Posts on this frontier, but owing to the shortage of staff it was only possible to establish posts on the main routes. Posts were opened at Zakho and 'Ain Ghazal; the former to check traffic to and from Jazira-ibn-'Umar (Turkey) and the second to check traffic to and from Nisibin (Turkey) and Aleppo (Syria). Steps were being taken to establish a Passport Checking Post at Amadia and other important places on the Turco-'Iraq frontier at the time of the Turkish invasion of the frontier. In consequence of this, these proposals were held in abeyance and instructions were issued to the Passport Checking Post at Zakho to stop traffic to and from Turkey.

On the Syrian frontier no changes took place.

The unsettled conditions on the northern portion of the Persian frontier prevented the establishment of Passport Checking Posts there. From Khanaqin Passport Checking Post to Basra no posts were opened with the exception of a temporary post at Mandaliya. The latter was established because a number of Persian pilgrims entered 'Iraq by that route to avoid the Persian frontier post at Khosrowi. The inauguration of a motor-car route between Basra and Abadan via Siba in the latter part of the year necessitated the opening of a Checking Post at Siba.

No change took place in regard to the checking of sea traffic which continued to be carried out by the Checking Posts at Ma'qil, Viceroy-Pier and Tannumah.

Legislation.

Although the Passport and Residence Laws were promulgated in July, 1923, up to the present they have not been executed in full as certain amendments were required, and until this was done no administrative rules could be framed. The laws have, however, to a considerable degree been executed in accordance with instructions issued by the Chief Residence and Passport Officer, the Deputy Inspector-General of Police (Criminal Intelligence Department).

Immigration.

A Residence Law controls the immigration of foreigners into 'Iraq. British Consular Officers (in Persia and Syria) acting as 'Iraqian Consular Officers, have been guided by "instructions" issued by the Council of Ministers for the grant of visas to 'Iraq.

During the period under review 2,936 applications to enter 'Iraq were dealt with.

Residence.

Section 10 of the Residence Law (requiring foreigners to obtain Residence Permits) was not strictly enforced during the year owing to the non-promulgation of the Nationality Law.

One thousand one hundred and forty-five applications for permission to reside in 'Iraq (including applications for local demobilization) were dealt with.

One hundred and thirty-two cases of deportation of undesirable aliens were considered. In all cases, with the exception of two (one British and one Turkish Assyrian), deportation orders were obtained. Out of this number one hundred and five were deported; the others will be deported after the termination of their terms of imprisonment.

The following is a statement of deportees by nationality :—

British	..	..	..	..	..	..	4
British Indians	..	..	..	..	..	..	31
Portuguese	..	..	..	..	..	..	1
Persians	..	..	..	..	..	..	53
Russian	..	..	..	..	..	..	1
Syrians	..	..	..	..	..	..	12
Turkish	..	..	..	..	..	..	2
Afghan	..	..	..	..	..	..	1

Passports.

The number of passports and visas issued at various Passport Bureaux and Posts is as under :—

Place.	Passports.	Visas.
Baghdad	6,651	3,665
Mosul	1,994	3,558
Dulaim	1,558	5,110
Khannaqin	3,947	8,280
Basra and dependencies	8,037	16,322
Total	22,187	36,935

Pilgrim Traffic.

With effect from 1st January, 1924, the system under which Persian pilgrims proceeding to 'Iraq were required to obtain pilgrim passes from His Britannic Majesty's Consulates in Persia was discontinued, and a new system requiring pilgrims to be in

possession of national passports visé by Consuls for the journey to 'Iraq was introduced. The new system has worked satisfactorily inasmuch as it has prevented parties of pilgrims entering the country on a single pass as was the case under the old system.

Nationality.

The promulgation of the 'Iraq Nationality Law in the month of October placed increased responsibility on the department. Up to this time work was confined to the issue of Laissez Passer to prospective 'Iraqian subjects residing abroad.

Proposals on the subject have been submitted and the necessary forms drawn up. The law will be enforced when the necessary authority is conferred upon this department which is fully equipped for the purpose.

General.

The total revenue estimated to have accrued to Government through the Department (by means of revenue stamps affixed to passports) is Rs.1,30,230.

There were 605 cases of stowaways detected in Basra.

CRIME.

Statistics attached to this report show that the total number of cases of all kinds reported to the Police numbered 31,518. Of these 19,856 ended in conviction, while at the close of the year 934 remained under investigation or trial. The value of stolen property amounted to Rs.1,748,343 and property valued at Rs.5,00,541 was recovered.

It is interesting to note that :

	in 1922 the total number of cases reported was	13,507
	in 1923 " " " " "	16,176
while in 1924	" " " " "	18,201.

POLICE WORK IN TRIBAL DIVISIONS.

The Police Force must be congratulated on its successful work in those Divisions of 'Iraq which are mainly tribal. In many Liwas better accommodation has done much to improve the efficiency of the Police and raise their prestige. It is not therefore surprising that they should have been found capable of dealing with many important cases of tribal disobedience to Government orders which in previous years would have called for aerial intervention.

On the few occasions that aerial action was necessary, the police successfully co-operated with aircraft and saved the use of regular troops.

The withdrawal of troops from Sulaimaniya in July, 1923, resulted in an outbreak of lawlessness in the Kurdish area and necessitated an increase of Police. However in July, 1924, Sulaimaniya was re-occupied by government troops accompanied by 100 police and the establishment of government control is now in process.

In the Mosul area the outstanding feature was the Turkish invasion of the frontier in September, 1924. The Police at the frontier stuck to their posts as far as possible and in one instance they engaged the Turkish troops and drove them off with loss. The subsequent retirement of the Turks in accordance with the decision of the League of Nations relieved the situation and allayed anxiety among the local Christian population which at one time was acute.

In the 'Afaq area of the Diwaniya Liwa the situation in March and April, 1924, became steadily worse until a state of open defiance of government prevailed. The police were re-inforced and attempted to enforce the collection of revenue. On the 25th April, while on this duty, they were attacked by a large force of tribesmen and forced to retire on 'Afaq. The Commandant of Police and three constables were killed. Air action was then taken against the tribesmen in which the police co-operated and by 20th May the situation was normal.

SPECIAL WORK CALLED FOR BY FLOODS.

Both in Baghdad and in Dulaim Liwas great difficulties were caused by the exceptional floods in April, 1923, which compelled the traffic on the Baghdad-Aleppo road to make a wide deviation into the desert under Police escort. Good work was done also in watching the dykes and subsequently in assisting the Irrigation Department in their repair.

THE ALEPPO ROAD.

The Dulaim Liwa is of special importance on account of the great highways to Aleppo and Damascus which pass through it for distances of 240 and some 300 miles respectively. Over these stretches 21,000 persons have travelled to and from Syria, but only 22 highway robberies were reported. Special measures have been adopted in the way of patrolling and safeguarding dangerous stretches, route regulations have been issued, and in certain cases sarkals have been made responsible for areas considered unsafe, while the paramount shaikh has accepted responsibility for the sarkals. These measures have proved sufficient and satisfactory.

THE DESERT FORCE.

Road Protection.—The Dulaim Desert Force has maintained its high standard of efficiency. Owing to a reduction in the Police Budget for 1923, it was slightly reduced during that year and its actual strength is now 69 horsemen and 50 camelmen, composed

of Dulaimis, 'Anizah, Shammar and Shammar Nejdis, the latter proving the most suitable for the work as they are essentially fighting men.

Since the Aleppo road became definitely open and steady traffic crossed the frontier, the Desert Force has been obliged to remain in the Forward Area. Early in the year 1923, the re-occupation of the posts of Nahiyah and Qaim, and the regular patrolling of the road between 'Ana and the frontier, became necessary. This area, owing to trans-frontier raiding between the 'Aqaidat and Dulaim tribes, remained very much unsettled and dangerous for traffic until July, 1923, when as a result of the Dair-al-Zor Conference, a peace was arranged between the two tribes.

Numerous raiding parties of Shammar and 'Anizah continued to cross to and from the Jazira and the work of the Desert Force in general has consisted in keeping the Aleppo and Damascus roads clear and protected. In this work they have undoubtedly distinguished themselves, and it was unquestionably due to the efforts of the men and their high prestige among local tribesmen and Beduin that the roads remained open and travellers were so seldom molested. Many incidents occurred wherein Desert Force detachments successfully came into action with raiding parties.

Arms Smuggling.—Arms caravans from Syria continued at intervals to enter this country, the usual route taken being the one due east of Damascus via Jabal Tunaif to Qasr Khubbaz, turning south via Abu Jir, Thumail and thence by numerous routes towards Shithatha, Karbala, etc. In most cases caravans of Kubaisiyin and 'Anizah split up when reaching Qasr Khubbaz, the former disposing of their consignments locally, the latter more often making their way south to the Dahamshah ('Anizah). The task of suppressing this traffic was a difficult one and owing to shortage of strength no special detachment could be detailed for this duty. It was practically impossible for mounted District Police to watch all these routes and the safety of the Aleppo and Damascus roads being considered of greater importance it was necessary to employ the Desert Force mainly on this duty. Arms caravans, therefore, seldom came within reach of either District Police or Desert Force and, in consequence, only small captures were made, none of which amounted in any way to a complete consignment.

TALL 'AFAR.

The security of the desert road from Mosul to Dair-al-Zor is entrusted to the Tall 'Afar Camel Corps which, though nominally under the supervision of the Police, is directly controlled by Shaikh 'Ajil al Yawar. It consists of 50 horsemen and 150 camelmen. This arrangement is unsatisfactory from a police point of view, but owing to political reasons no better system can be at present evolved.

CONCLUSION.

In the period under review most satisfactory progress has been made in regard to handing over British administration of the Police Department to the 'Iraqi. British Officers are now being employed purely on supervision and advisory work except in 'Arbil and the Railway Police, and it is satisfactory to note that 'Iraqi Commandants of Police are beginning in a larger measure to realise their responsibilities and obligations in the matter of Police work. They have been given a sound foundation to build upon, and so long as the British element is not too quickly eliminated the future may be regarded hopefully so far as this department is concerned. In Haji Salim Beg the force is happy in the possession of a very able Director-General who is a strict disciplinarian and sets an excellent example of hard work and devotion to duty.

ABSTRACT STATEMENT OF CRIME IN 'IRAQ FOR THE PERIOD 1ST APRIL, 1923, TO 31ST DECEMBER, 1924.

	Cases.						Persons.					Property.		
	Pending.	Reported.	Convicted.	Discharged or Acquitted.	Expunged or Untraced.	Pending or under Investigation or Trial.	Pending from Previous Year.	Arrested.	Convicted.	Acquitted or Discharged.		Pending.	Lost.	Recovered.
										By Courts.	By Procura- tors.			
Baghdad	229	13,871	7,306	5,625	915	157	162	20,865	10,615	9,676	605	104	461,538/-	154,121/-
Basra	58	2,947	2,419	248	301	45	52	3,856	3,223	423	207	52	252,888/-	60,595/-
Railway Police ..	19	569	427	28	79	17	—	845	582	97	37	33	95,401/-	31,301/-
Kut	33	1,181	1,072	61	50	36	27	1,851	1,622	202	—	21	20,417/-	8,487/-
'Amara	21	1,196	876	218	26	108	33	2,150	1,611	359	157	171	44,285/-	22,921/-
Nasiriya	50	1,228	789	289	41	87	100	1,963	1,256	435	96	97	48,420/-	16,897/-
Diyala	76	2,188	1,641	388	83	32	64	3,983	2,799	1,041	12	37	35,085/-	20,045/-
Dulaim	—	263	200	21	41	28	—	683	353	87	77	17	315,461/-	65,315/-
Mosul	103	1,297	578	175	454	111	18	1,399	842	471	51	43	96,499/-	21,980/-
'Arbil	28	929	672	191	72	22	14	1,283	889	253	107	14	95,353/-	36,756/-
Diwaniya	1	599	300	98	23	163	2	656	385	95	53	69	49,214/-	17,882/-
Karbala	28	1,650	1,078	548	103	32	3	2,851	1,767	1,065	—	26	59,075/-	5,312/-
Hilla	33	1,298	780	517	3	38	50	2,556	1,519	1,296	1	59	24,389/-	8,261/-
Samarra	19	756	448	161	141	16	56	1,320	718	568	—	43	43,153/-	9,203/-
Kirkuk	27	1,546	1,270	111	188	42	12	1,447	1,473	239	28	9	107,165/-	21,465/-
	725	31,518	19,856	8,669	2,520	934	593	47,708	29,654	16,307	1,431	795	1,748,343/-	500,541/-

STATEMENT SHOWING ARRIVALS AND DEPARTURES FROM BASRA'S
PORT FOR PERIOD UNDER REVIEW.

	Arrivals.	Departures.
British	805	895
French	18	21
Americans	100	111
Russians	8	13
Greeks	16	15
Egyptians	10	8
Africans	11	8
Syrians	12	44
Armenians	55	92
Palestinians	3	10
Canadians	4	1
Australians	2	2
Italians	15	17
Belgians	8	9
Chinese	16	6
Germans	2	4
Dutch	1	—
Somali	2	—
Javanese	2	—
Swiss	2	3
Spanish	5	1
Polish	3	3
Burmese	—	1
Hejazis	—	3
Algerians	—	1
Brazilians	1	2
Turks	3	10
Assyrians	6	8
Japanese	8	2
Afghans	548	778
Balooch	225	285
Arab Traders	2,123	2,231
Arabs other than Traders	1,079	1,181
Arab Pilgrims	6,516	8,073
Persian Traders	184	256
Persians other than Traders	454	518
Persian Pilgrims	4,259	4,660
Indian Traders	282	242
Indians other than Traders	2,273	4,954
Indian Pilgrims	8,676	8,129
Kurds	160	56
Danish	2	—
Irish	1	1
Norwegians	—	1
Swedish	—	1
Mauritius (inhabitant of)	—	1
Bukharans	—	1
Total	27,900	32,658

4. Administration of Civil Jails.

PERSONNEL.

During the period under report the post of Director of Civil Jails has been held first by Hasan Wifqi Effendi and afterwards by Rauf Beg al Kubaisi. The post of first Inspector has been filled by Mr. C. Neale, except for a period of three months in 1924, when Mr. J. Drowley acted for him.

JAIL BUILDINGS.

The jails in 'Iraq are divided into three divisions, viz., Baghdad, Basra and Mosul; these are central jails having district collecting jails attached to each as follows:—

Baghdad Division.—Baghdad, Ba'quba, Hilla and Kut.

Basra Division.—Basra, 'Amara and Nasiriya.

Mosul Division.—Mosul, 'Arbil and Kirkuk.

The district collecting jails at Ba'quba, Kut, Nasiriya and 'Arbil were opened during the year 1923.

At district jails only prisoners sentenced to a year or less are retained, those sentenced above a year being sent to their respective central jails.

Alterations and improvements have been carried out in many of the jail buildings. The Baghdad jail was washed away by floods in March, 1923, and was lodged in a building intended for an asylum till new quarters could be completed, when the asylum building reverted to its original purpose. The female convicts were badly lodged and have been transferred to a more favourable site. Improvements have been effected also in the jails at Kut, Ba'quba and Basra, and a new jail has been built at Kirkuk.

POPULATION.

During the nine months under report in 1923 the jail population was as follows:—

All Classes.

The period began with a population	..	..	1,387
Received during the period	..	..	6,335
Released during the period	..	..	6,046
Remaining on the last day of the year	..	..	1,676
The daily average number	..	..	1622·14

The above figures include a small proportion of civil debtors. Few of these complete their sentence, which is 91 days, their debt generally being paid a few days after confinement. An option is given as to whether this class of prisoners should work or not; a daily charge of 12 annas exempts the person from working.

The following is a summary of all prisoners who passed through the jails in 1924 :—

All Classes.

	M.	F.
The year began with a population of	1,640	32
Admitted during the year	7,967	255
Released during the year	7,767	261
Remaining at the end of the year ..	1,840	26
Daily average	1,780·4	36·99

One thousand four hundred and forty-eight convicts were sentenced to simple imprisonment. This class of prisoner cannot be used remuneratively. Of the total of 4,838 convicts admitted, only 250 were literate.

LABOUR.

Jail labour is not patronised by the general public, but outdoor labour is supplied by Government departments and municipalities and is given either free or at a small charge. In most districts sufficient labour is forthcoming to keep the prisoners well occupied. British firms have sometimes called for prison labour.

To find work for life sentence prisoners and others of bad character, indoor industries were introduced at central jails. Prisoners were employed and trained in weaving prison clothing, blankets and underbedding. They were also engaged as tailors, carpenters, blacksmiths, on caning chairs, and other remunerative works. A large factory has been completed at Baghdad where sufficient clothing, blankets and bedding are made for the supply of all jails in 'Iraq. Orders are being accepted to supply bedding to other Government departments.

DISCIPLINE AND PUNISHMENT.

The general conduct of prisoners was satisfactory in all jails except that of Basra, where the prisoners mutinied in October, 1923. The affair proved to be a rebellion against authority plotted by a set of desperate characters. Twenty-five ringleaders were awarded 25 strokes each with a cane. They were given every opportunity of setting forth their grievances to the President of the Sessions Court and the civil authorities.

In 1924, the number of punishments inflicted on prisoners was 952, a decrease of 101 as compared with the previous year. Punishments of a minor nature consist of 3 to 6 strokes with a cane, 6 to 9 strokes are given for laziness and disobedience to orders. Offences that are dealt with by major punishments are generally in connection with assaults, mutinies, and attempts to escape, and are met with by inflicting 10 to 25 strokes, solitary confinement and penal diet. All criminal actions beyond the powers of jail jurisdiction are dealt with by the Civil Courts.

HEALTH.

The health of the prisoners has been very satisfactory. In 1923, among a daily average population of 1,622 prisoners of all classes, the daily average sick was 44·5, or 2·7 per 100. The total number of deaths during the nine months was 19, which includes 4 who were shot dead whilst attempting to escape.

It is noteworthy that during the epidemics of plague and cholera which were raging at Baghdad and Basra during the year, only one case of plague, which was fatal, took place at Basra. Every precaution was taken to safeguard the health of prisoners and inoculation against plague and cholera was carried out in all jails.

The health of the prisoners was very satisfactory throughout the year 1924. The daily average sick was 44·7 among a daily population of 1,817. The total number of deaths was 15.

ESCAPES AND RECAPTURES.

In 1923, there were 22 escapes, of whom 10 were recaptured. Fifteen were from Baghdad jail, 5 from Basra, and 2 from Mosul. The high figure of escapes from Baghdad jail was largely due to the inadequacy of the buildings in which prisoners were confined.

In 1924, there were 24 escapes, of which 12 were recaptured. Twenty-one of these escaped from outside the jail when working with gangs. All cases were placed in the hands of the Police and in some instances those responsible were sentenced by the Courts

EXECUTIONS.

There were 15 executions during the nine months of 1923 here dealt with, and 12 during the year 1924. In all cases death was instantaneous.

DIET OF PRISONERS.

There were few or no complaints from prisoners regarding their rations. On various inspections by Government Officials the food supplied was pronounced of good quality and ample. In the majority of cases the prisoners increase in weight.

Separate cooking houses, as far as can be arranged, are provided in the central jails, where each sect has its own cooks.

OFFICIAL VISITORS.

The jails were frequently visited by the Mutasarrifs, Civil Surgeons and Magistrates of the respective Liwas. At headquarters the jail was also visited by Officers of the Ministry of Interior, Justice, Education, Health, Air Force and Arab Army. In all cases special appreciation was shown for the manner in which the jails were conducted.

FEMALE JAILS.

Female jails exist at Baghdad, Basra and Mosul. In district jails, when necessary, the females were entrusted to the care and safe custody of the respective Mukhtars and then, according to the length of their sentences, transferred to central jails.

Although this routine is irregular, there is no alternative, as district jails are unprovided with accommodation for female prisoners.

Female prisoners are employed on repairing and washing prison clothing, and other small works such as sewing blankets.

LUNATICS.

The long desired asylum was opened at Baghdad on the 21st July, 1924. It is a great improvement upon the old system, whereby the lunatics were confined in jails with convicted prisoners. Though it is not yet equipped with the latest requirements, yet everything has been done to meet immediate needs, and progress is being carried out gradually as circumstances permit.

Unfortunately there is no room for female lunatics and these are, as heretofore, confined with the female convicts but kept in separate wards.

Population.

The following is the summary of lunatics admitted and released during the year :—

<i>Particulars.</i>	<i>Non-Criminal.</i>		<i>Criminal</i>		<i>Total.</i>	
	M.	F.	M.	F.	M.	F.
The year opened with ..	28	3	2	—	30	3
Admitted during the year ..	26	16	7	—	33	16
Released during the year ..	32	6	5	—	37	6
Remaining at the end of the year	22	13	4	—	26	13

The admissions represent transfers from all parts of the country.

A great improvement is noticeable in the health of lunatics and their recovery to sanity since the institution was opened. The majority of lunatics are of a non-dangerous type.

The asylum is provided with accommodation for the following :

1. Office room.
2. Officers' dormitory.
3. One ward with 14 beds for non-dangerous lunatics.
4. One ward with 20 beds for non-dangerous lunatics.
5. Nine cells for lunatics of dangerous character.
6. One dining room for lunatics.
7. One store room.
8. One warders' quarters.

The above has been found to be ample to meet the present requirements.

Officials.

The asylum is in charge of a Superintendent and an Assistant. There are also five attendants employed to look after the lunatics. A medical officer, appointed by the Health Department, daily visits the asylum which is under the supervision of the Director of the Royal Hospital, Baghdad.

The Director of Public Health, accompanied by the Inspector-General of Public Health, has visited the asylum and was satisfied with the existing arrangements.

REFORMATORY SCHOOL.

This institution has been in existence since 1919, when it was founded by Lt.-Col. W. B. Lane, C.I.E., C.B.E., I.M.S., with a view to reforming juveniles and providing a home for orphans. All orphans have since been entrusted to the care of generous citizens who were willing to look after their welfare. Great advance has been made since the opening of the school which has turned out young men who on entering the school were illiterate and of poor physique, but after a term of some two years left the school capable of earning a decent living.

The year 1924 began with	36
Admitted during the year	140
Released during the year	132
Remaining at the end of the year	44

These figures differ little from those of previous years.

The conduct of the boys is very satisfactory. Punishments were inflicted at times for quarrelling, disobedience, and inattention in class-rooms. Such cases were dealt with adequately and as circumstances demanded.

The boys have kept in splendid health. Throughout the period under report only four were admitted to the Royal Hospital. Great attention is paid to the personal cleanliness of the boys and their clothing. Their school rooms, dormitory and other wards are airy and spacious. In most cases the boys are markedly improved in health when discharged.

Education.

The education imparted to the boys during the year 1924 exceeded that of all the previous years.

A teacher of the Secondary School attached to the Education Department attended the Reformatory School for two hours daily and gave lessons to the boys in reading and writing Arabic, elementary arithmetic and geography. It is gratifying to say that the boys took great interest in their studies; a boy who was illiterate on his admission to the institution was able to read and write fairly well after a couple of months in the school.

It is, however, a disappointment to the authorities that these boys, on completion of their four or six months' sentence, leave the school only to forget too soon the little they learnt and return to their previous habits. Nothing of an effective nature can be gained in a period as short as 4 to 6 months. But lads who remain in the school for a period of two years or so generally acquire sufficient knowledge as to enable them to earn an independent living after they leave.

The School now possesses a band of 14 brass instruments. They have regular physical training every morning. After a break of one hour they adjourn to the school rooms for their lessons. In the afternoons drill lessons are given by a Chaush Instructor. Once or twice weekly they are taken out for walks accompanied by the band. This makes a break from the monotony of school life.

Since the beginning of the year 1924 the school was administered independently from the jails under the supervision of the Inspector of Baghdad Division Jails. A Superintendent and an Assistant have now been appointed to take charge of the Institution. There are two teachers for class-room lessons and one Chaush and five warders for safe custody.

PENAL SERVITUDE PRISONERS.

The jails are at present overwhelmed with penal servitude prisoners. At the end of the year 1924 there were confined in the 'Iraq jails 14 condemned to death, 102 life prisoners and 283 with sentences exceeding 10 years. In other countries there is a penal settlement to which this class of prisoner is transferred. The task of controlling the jails in 'Iraq is therefore harder than elsewhere.

Towards the end of the year foundations were laid down for the building of a new block on similar lines to the one existing. On the completion of this building it is anticipated that the Baghdad jails will be one concerted jail. This will then do away with the existing sub-jail, and the administration and supervision will become much easier for the officials concerned.

'IRAQI PERSONNEL.

In all the central jails there is an 'Iraqi superintendent with a jailor and assistant jailor. The local officials have still much to learn from experience and the double burden of training them and of accepting responsibility for their shortcomings falls on the British officials. During the past year there has been much improvement in the efficiency of the warders. Everything possible is done to keep them smart, but their long hours and arduous work leave little time for drill and inspection.

5. Health Services.

GENERAL.

The record of the Health Service during the period under report is one of satisfactory progress in face of considerable difficulties.

Early in 1923 the 'Iraq Government decided that, apart from the maintenance by Government of first-class hospitals in Baghdad, Basra and Mosul, of specialists' institutions and a quarantine service, the provision of hospitals and medical facilities was purely the concern of local authorities. Strong representations by the Health Directorate that this policy would result in an almost complete disappearance of medical facilities throughout the country with an equal loss of control over the spread of epidemics were received with a discouraging lack of sympathy, except by the Ministry of Interior. With the support of the Ministry of Interior a compromise was arrived at to maintain most of the existing health institutions in the country by a scheme of contributions from municipalities towards the upkeep of local institutions. The majority of municipalities had very impoverished finances but, sooner than lose their medical facilities, readily promised the required contributions. The scheme functioned without trouble for about six months, when difficulty was experienced in obtaining contributions from the poorer municipalities. With the failure of contributions from Baghdad and Mosul the revenue of the scheme became so low that it was impossible to continue.

By this time, however, the volume of protests from municipalities and the pressure of public opinion had reached such a pitch that the Government decided to abandon the scheme and to repay contributions to municipalities, accepting the upkeep of all medical institutions maintained by the Health Service as debitable against the Government. In the midst of these financial complications the Health Service was called upon to deal with a very serious epidemic of cholera which began at Basra and required every effort of the Health Service to prevent its gaining a foothold in other parts of the country, particularly in Baghdad.

The measures employed in preventing the spread of cholera afforded a very clear demonstration of the necessity for complete control by a central Health Authority of all medical institutions in the country and of the vital part that these widely distributed hospitals and dispensaries play in a general scheme for prevention of epidemic disease. As an example, may be quoted the insignificant dispensary at Musaiyib, which at a day's notice became the chief centre for the inoculation and control of pilgrims proceeding to Karbala.

The lesson of the utility of the various medical institutions in the Liwas afforded by the cholera epidemic was not lost upon the central administration and contributed greatly to the final decision of Government to accept the maintenance of all these institutions.

It is a consolation for all the trouble experienced over the scheme to realize that the experiment has very clearly proved that municipalities and other local bodies in 'Iraq are not yet financially capable of maintaining adequate medical facilities for their areas.

The Health Service continued in 1924 on much the same basis as in 1923, but with the acceptance by Government of proposals to open eleven new dispensaries in towns of importance which were without medical facilities.

INSTITUTIONS.

In 1923 the Health Service maintained 17 hospitals and 26 dispensaries in the different Liwas of 'Iraq.

In 1924 these numbers were increased to 18 hospitals and 32 dispensaries.

The hospitals are distributed as follows :—

<i>Hospitals.</i>	<i>No. of Beds.</i>
Royal Hospital, Baghdad	250
Civil Isolation Hospital, Baghdad	150
Civil Hospital, Samarra	12
Civil Hospital, Kadhimain	16
Maude Memorial Hospital, Basra	155
Civil Isolation Hospital, Basra	100
Civil Hospital, Qurna	12
Civil Hospital, Mosul	157
Civil Hospital, 'Amara	23
Civil Hospital, 'Arbil	30
Civil Hospital, Diwaniya	20
Civil Hospital, Khanaqin	25
Civil Hospital, Hilla	30
Civil Hospital, Karbala	20
Civil Hospital, Najaf	10
Civil Hospital, Kirkuk	70
Civil Hospital, Kut	20
Maude Memorial Hospital, Nasiriya	70
Total No. of Beds	1,170

The hospital accommodation is almost sufficient for the needs of the country and the only improvements required in this direction are (1) an increase of beds in Baghdad, where the Royal Hospital has on occasion to refuse patients for lack of vacant beds and

always suffers difficulty in administration by having insufficient vacant beds for the reception and proper distribution of patients ; and (2) the provision of a hospital at Ramadi which, as the point of convergence of the cross desert routes and the road to Aleppo, has greatly increased in importance with the development of the motor traffic between Syria and 'Iraq.

Dispensary facilities are still insufficient for the needs of the country, but these are slowly developing and at the moment the Health Service is finding a difficulty in staffing those already sanctioned. The policy of the Government is now favourable to the establishment of more dispensaries and it is not anticipated that any difficulty will be met when sanctions are requested for their establishment in the few remaining towns of importance where they are considered necessary.

In certain of the recently established dispensaries municipal assistance has been requested to the extent of demanding free building accommodation and the provision of an orderly. This has been willingly granted and it constitutes about the limit of assistance that can at present be afforded by municipalities. It is now under consideration whether this principle cannot be extended to all other municipalities where small dispensaries are maintained at Government expense.

The New General Hospital was transferred in 1923 from its dilapidated buildings and unsatisfactory site to the Majidiyah Hospital, which had been occupied up to that time as a British military hospital, and the hospital was renamed the Royal Hospital.

The Royal Hospital now contains a general hospital for 250 beds, a large out-patient department, a civil nursing home for paying patients and gazetted officials, the central laboratory, anti-rabic institute, vaccine lymph institute, X-ray and electrical institute, and the laboratory of the Chemical Examiner. The collection of all these departments under skilled specialists in one area constitutes a medical centre with facilities for treatment and teaching of which any country might feel proud.

Unfortunately, the portion of the hospital suitable for the establishment of a medical school and for a lying-in hospital for the training of midwives was handed over to the 'Iraq Army for a military hospital, in spite of strong representations by the Health Directorate. Until they are available the establishment of a medical school is practically impossible.

Progress was made with the building of the Maude Memorial Hospital at Basra and at the end of 1924 sufficient buildings had been completed to allow the hospital in Basra city to be closed and the new hospital to be occupied.

The administration block, which will accommodate special department, offices, and the civil nursing home, will be completed during 1925. This hospital, when completed, will be the best of its size in 'Iraq ; it is well planned and a fine piece of architecture.

A fine 20-bed hospital has been built by local subscription at Kut. The foundation stone of a new hospital, of 30 beds, at 'Arbil, was laid by His Majesty King Faisal at the end of 1924. This hospital is being built by Government and should be completed during 1925.

PERSONNEL

The existing cadre of British Officers at the close of 1924 was :—

Inspector-General.
Epidemiologist.
Health Officer, Basra Liwa.
Director of Hospitals, Baghdad Liwa.
Director of Hospitals, Basra Liwa.
Specialist Pathologist and Director Anti-Rabic and Vaccine Institutes.
Director of X-Ray Institute.
Ophthalmic Specialist and Physician.
Chemical Examiner.
Civil Surgeon, Mosul.
Civil Surgeon, Kurdistan.
Assistant Specialist Pathologist.
Surgeon, Mosul.
Surgeon, Euphrates.

Surgeon, Basra, and 2nd Ophthalmic Specialist.
Civil Surgeon, Nasiriya.
Civil Surgeon, Hilla.
Civil Surgeon, 'Arbil.
Civil Surgeon, Diwaniya.
Assistant Director of Public Health (Finance and Personnel).
Medical Storekeeper.

During the period under report the British Officers of the Health Service have worked loyally and well in their various posts as specialists, health officers, and in general medical and administrative duties, and their work is thoroughly appreciated by the general public. Very good work has been done by British civil surgeons amongst the tribes, by frequent and regular tours, and practically no part of the country now remains unvisited. This touring has a most valuable educational and political effect and it is a matter for regret that the local doctor does not willingly tour amongst the tribes. The effect of the immediate replacement of the British civil surgeons in Nasiriya, Hilla, 'Arbil and Diwaniya would mean the total cessation of tribal work in these Liwas, which are almost purely tribal. The work of the British specialists is well appreciated and valued by the official and educated classes, but it must be understood that specialists alone in the centres of Baghdad, Basra and Mosul lose a large proportion of their utility if an efficient health service is lacking in the remainder of the country, as a large amount of work

dealt with by specialists in these centres comes from outlying districts where tribal patients first gain confidence in their Liwa doctor, and are thus prepared to travel to one of the centres for operative or special treatment when this cannot be given locally.

LOCAL OFFICIALS.

The Director of Public Health, Dr. Hanna Khaiyat, an 'Iraqi and an ex-Turkish official of 18 years' service, is a very able doctor and administrator who stands head and shoulders above other local doctors in 'Iraq. The Health Service is fortunate in possessing his services at this period in which its steady development towards a permanent service, staffed almost, if not completely, by local officials, is an urgent problem requiring sound judgment and in which undue haste would be fatal to efficiency.

The term "local doctor" is rather misleading, as of a total number of 102 non-British doctors practising in 'Iraq, only 42 are of 'Iraq nationality, the remainder being Syrians, Turks, Armenians, Greeks, Persians, etc.

The policy has been strictly followed to fill all Health Service posts with 'Iraq doctors whenever possible, and in Baghdad and Mosul the majority of the local doctors in the Health Service are of 'Iraq nationality.

The trouble experienced in the formation of a permanent service is not so much in the quality of the personnel serving, as in the lack of suitable candidates for further posts in which it is desired to post local doctors.

To render the service in outstations more attractive and to remedy grievances amongst doctors already serving, a cadre and a scheme of grading with higher rates of pay was drawn up by the Director of Public Health which was sanctioned in September, 1924. This scheme has proved a success as far as posts in the large towns are concerned, but in spite of the comparatively high rates of pay provided for posts in outstations it has been found extremely difficult to obtain candidates for these posts, and still more so to obtain applicants who possess any measure of efficiency.

The majority of the local doctors in the Health Service have been serving for the last four or five years and, in general, have worked very well under British supervision and guidance. Some have shown marked ability and every encouragement has been given to these doctors to develop their skill in branches of medicine in which they are particularly interested. At the Royal Hospital two competent surgeons now exist amongst the local staff, who have been trained under the Chief Surgical Specialist. One of these surgeons also shows administrative ability, and acts as Assistant Director of the Royal Hospital. The local assistants to the Chief Pathologist and the Ophthalmic Specialist also show great promise.

Vital Statistics and Epidemic Disease.

VITAL STATISTICS.

At least three-quarters of the population of Iraq, which is approximately 3,000,000, are tribesmen from whom it is impossible to obtain information of births and deaths. Our information is therefore confined to information obtained from the large towns. Even this information is unsatisfactory since only approximate census figures can be obtained even from the largest towns.

Records of deaths are the most correct statistics obtainable, since burial in the cemeteries of the large towns requires production of a certificate of death registration. Birth registration is extremely unsatisfactory and is a legacy of the Turkish régime in which the official records of birth registration were used for conscription purposes, and during which only the poor or the friendless were compelled to register the birth of their male children. Birth registration and conscription officials obtained great profit from their posts and, as a result, a census is still looked upon with suspicion and birth registration is neglected on principle, particularly since the question of the introduction of compulsory service has come under consideration.

The following tables show the deaths registered in Baghdad, Basra and Mosul, during the years 1923 and 1924:—

REGISTRATION OF DEATHS ACCORDING TO RELIGIONS AND SEXES IN BAGHDAD.

	Mohammedan.		Jew.		Christian.		Others.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Baghdad City (Year 1923)	2,417	2,193	422		383	225	155	9
	4,610		805		380		9	
Death-rate ..	25		16		25		—	
Population ..	184,000		50,000		15,000		1,000	
Year 1924 ..	2,505	2,233	426		328	237	174	—
	4,738		754		411		—	
Death-rate ..	25.7		15		27.4		—	

The death-rates per thousand in Baghdad are more dependable than those of Basra and Mosul, as the official census figures for the population of the latter towns are very doubtful, the population of Basra, for example, being undoubtedly larger than the official figure.

It serves no useful purpose to give the official records of births registered in the three large towns, as, with the exception of Mosul, these barely equal or are less than the notified deaths. This is entirely due to bad notification and does not denote a decreasing population.

INFECTIOUS DISEASES.

The accompanying tables* show the total notified cases of infectious diseases in 'Iraq during the years 1923 and 1924.

Prior to the British occupation of 'Iraq the only means of transport were by steamship up and down the River Tigris between Basra and Baghdad, a journey that took from a week to a fortnight, by country boats which travelled slowly through all the waterways of the country and slow passage by road, by foot or animal transport. Infectious disease in those days was mainly confined to local outbreaks, which, when occurring in a large town, were sometimes of terrifying proportions, but which were shut off without great difficulty from other parts of the country by closing to all travellers the road and river routes through the infected area. Spread of disease by evasion of controls was slow, owing to the slow means of transport employed, and persons infected in one large town could with difficulty reach another large town before developing the disease.

With the British occupation the transport facilities in the country were greatly developed by the construction of a railway between Basra and Baghdad, along the Euphrates, with extensions from Baghdad to Sharqat, 70 miles south of Mosul, and to Khanagiq, on the 'Iraq-Persian frontier. River traffic also developed with faster steamships and by control of the depth of the Tigris by the Irrigation Department. During the early years of British occupation motor traffic was developing gradually with the improvement of roads and bridges and by the year 1923 thousands of motor cars were engaged in traffic in almost all parts of the country. Prior to the British occupation, communication with other countries was difficult and slow and a journey from Baghdad to Syria or Tehran was a matter of three weeks to a month by the best road transport available. With the advent of the motor car the journey to Syria or to Tehran was reduced to four or five days at the most.

Early in 1923 two routes were opened across the Arabian desert direct to Damascus and by the shorter of these routes the journey from Baghdad to Beirut was reduced to 24 hours. It thus became possible for an infected person within a few hours' motor ride of the 'Iraq railway, in any part of the country, to arrive within 24 hours at Baghdad and to be in Beirut, on a ship bound for Europe, within two or easily three days from his departure from the centre of infection. These routes developed rapidly, and in 1924 a large number of pilgrims proceeded by them to Mecca at such a definite saving of time and money to themselves that it is anticipated that practically the whole of the pilgrim traffic from this country to Mecca will be diverted to this route in the future instead of the sea passage which was formerly used.

This rapid development of transport facilities has greatly added to the difficulties and responsibilities of the Health Service in preventing the spread of infectious disease within 'Iraq and to neighbouring countries.

* See pages 107-109.

The easy solution of preventing spread of infectious disease by complete closure of traffic routes was suitable to the Turkish administration, but can no longer be employed in a country which is rapidly developing and whose commerce, the motive power of its development, depends so vitally on the freedom of its traffic routes.

Cholera.

On 2nd August, 1923, three suspected cases of cholera were reported from the Anglo-Persian Oil Company's refinery at Abadan, close to the town of Mohammerah, about 30 miles below Basra on the Persian side of the Shatt al 'Arab, and on 3rd August three cases of definite cholera were reported at Basra amongst coolies working on ships of the British India Steam Navigation Company, who lived in a secluded camp on the river below Basra.

In spite of all precautions the epidemic slowly increased in this area until, by 8th August, 19 cases with 7 deaths had been reported, all outside the municipal area. Suspecting infection from outside sources, enquiry was made from Mohammerah, and the startling information was received that 133 cases with 125 deaths from cholera had occurred in Abadan up to 8th August.

Arrangements were at once made to place a cordon between Abadan, Mohammerah and Basra, to prevent infection spreading by road or river to Basra, but the measure was too late and on 13th August the first case was reported in Basra town. The authorities at Mohammerah did not realise the importance of supplying prompt information to Basra by daily wire in an emergency of this nature and Basra suffered in consequence. Arrangements for mutual notification of infectious diseases between Mohammerah and Basra are now, however, on a much more satisfactory footing. The epidemic in Abadan was of great severity and spread to Mohammerah and up the Karun River to Ahwaz. It lasted roughly six weeks, and in Abadan a total of 961 cases with 911 deaths, in Mohammerah 48 cases with 5 deaths, and in Ahwaz 13 cases with 10 deaths, were reported. Its further progress into Persia could not be followed but it concerns 'Iraq in that fugitives from Abadan were suspected of being responsible for later outbreaks of cholera which occurred in towns of 'Iraq along the Persian foothills and away from the traffic routes of 'Iraq.

On 13th August the outbreak of cholera was definitely established in Basra and by this time the following measures had been put in force :—

- (1) Stoppage of pilgrim traffic from the Gulf ports, India and Southern Persia.
- (2) Stoppage of third-class passages from Basra by river or rail to other parts of 'Iraq, first and second-class passengers only being allowed to proceed on production of a pass from the Medical Officer of Health, Basra.

- (3) A system of inspection of passengers arriving from Basra at all river or railway stations was introduced, and the export from Basra to other parts of 'Iraq or abroad of articles of food, etc., liable to convey cholera was prohibited.

As a result of the travel routes being still open (although controlled), cases of cholera were reported, first at 'Amara and then at Baghdad, the case at 'Amara being imported by river and the three cases at Baghdad being probably imported by rail. A case was next landed from a river steamer at Kut and then cases began to arrive by river at Baghdad. A segregation camp was promptly opened at the Isolation Hospital, Baghdad, to receive passengers from river steamers on which suspected cases had occurred. The value of this segregation camp was soon apparent when cases developed amongst the passengers so detained.

Measures were then made more stringent and inoculation was made compulsory for all passengers leaving Basra for journeys up country. Arrangements were also made for Health Service personnel along the traffic routes to inspect and inoculate all travellers and to detain any suspicious cases.

From the end of August the progress of the epidemic became too complicated to describe in detail and cases occurred in all the Liwas south of Baghdad. With the exception of a sharp outbreak in the isolated town of Mandali (near Khanaqin, at the foot of the Persian hills), where the infection was probably brought by Persian fugitives from Abadan, all cases were either of infected persons who had travelled direct from Basra, or of persons who were infected by very few passages from cases arriving from Basra, and the disease did not gain a foothold in any other place than Basra. The efforts of the Health Service were very largely directed to save Baghdad from an epidemic, and considering the large number of travellers dealt with, may be claimed to have succeeded.

The small epidemic at Karbala deserves special mention as it was a cause of considerable anxiety.

The water supply of Karbala at that time, early September, was very scarce owing to repairs being carried out on the Husainiya Canal; the canal runs to a dead end in Karbala town and it was feared that the small quantity of water remaining in the canal, from which the majority of the inhabitants obtain their water supply, might become infected and a serious epidemic result.

A still greater danger was the pilgrimage for the festival of the 22nd Shawal (late September) to celebrate which very large numbers of 'Iraqis make the pilgrimage to Karbala from all parts of 'Iraq.

An effort was made to forbid the pilgrimage but this, on political grounds, was considered very inadvisable by the Government, and the Health Service was given carte blanche to

adopt any measures of prevention short of stopping the pilgrimage. The measures employed were to inoculate as far as possible all the inhabitants of Karbala and Najaf and all pilgrims journeying to these places. An inoculation campaign was carried out in Karbala and Najaf, and inspection and inoculation posts were established on all bridges crossing the Euphrates, at Tuwairij, Musaiyib and Kufa, at three stations on the Baghdad-Hilla road and in Najaf and Karbala. Inoculated persons were given a certificate of inoculation and every traveller between Baghdad and the Holy Cities passing any of these stations was inoculated if he could not produce a certificate of inoculation. To complete the check on pilgrims this scheme was also adopted for passengers between Baghdad and Samarra by road or rail, where a pilgrimage of minor importance was taking place, and where a small outbreak had been reported amongst pilgrims, practically all of whom were also the Karbala pilgrimage. About 44,000 inoculations were done at the Euphrates stations and in Karbala and Najaf, and about the equal number of pilgrims were inoculated at the Baghdad stations and in Samarra.

The effect of the pilgrimage was afterwards seen in dropping cases of cholera at Musaiyib, Iskandariya and Baghdad of pilgrims returning from Karbala, by localised outbreaks amongst tribes in the Diwaniya Liwa along the pilgrim route to Najaf, and in the Dulaim Liwa by small outbreaks at Shithatha and Rahhaliya on the little used route between Karbala and Falluja.

The successful termination of the pilgrimage without a widespread epidemic throughout the country is due in a very large degree to the energetic manner in which inoculation was carried out by those concerned and at the same time affords a very definite proof of the value of these inoculations.

During the whole of the pilgrimage cholera was present in Karbala, and in spite of all precautions such as chlorination of water, strict supervision of food supplies, etc., there is little doubt that very many of the pilgrims were exposed to infection from which, if uninoculated, they would have contracted the disease. About 90,000 persons made the pilgrimage and only a small percentage of them escaped inoculation.

Roughly 300,000 inoculations were done by the Health Service during the course of the epidemic. At the commencement of the epidemic the Health Service had 40,000 doses of cholera vaccine in stock of which a portion was supplied to Abadan and to the British Forces. A large quantity was ordered from India, but it was realized that with an extension of the epidemic there would be an immediate shortage of vaccine, and steps were at once taken to manufacture cholera vaccine on a large scale in the Central Laboratory at Baghdad. The R.A.M.C. strain was obtained by aeroplane from Cairo, and the local strain was also isolated. In spite of lack of apparatus for bulk preparation of vaccines the preparation of vaccine started at 2,000 doses a day and after a while reached a production of 10,000 to 12,000 doses a

day, which was sufficient with the supply arriving from India to meet all requirements. Two hundred thousand doses of vaccine were manufactured at the Central Laboratory by unremitting work of the Chief Pathologist and his staff.

The success of the preventive measures employed in this epidemic may best be judged by comparison with the epidemic at Abadan. Abadan, with a population not exceeding 6,000, had 961 cases reported, with 911 deaths (the exceedingly high death-rate suggests a large number of unreported cases). Basra, with a population of over 50,000 had only 605 cases reported, with 436 deaths, while the total cases reported in the whole of 'Iraq were 1,640 with 1,100 deaths.

Plague.

The following table shows the reported cases of plague in 'Iraq in the years 1923 to 1924.

<i>Liwa.</i>					1923.	1924.
Baghdad	..	..	..	..	493	260
Basra ..	..	..	..	..	289	111
Hilla ..	..	..	..	..	5	82
Kut ..	..	..	..	..	—	50
'Amara	..	..	..	..	—	11
Muntafiq	..	..	..	..	—	7
Karbala	..	..	..	..	—	1
Kirkuk	..	..	..	..	—	1
Total for country					787	523

The epidemic in these two years has not been exceptional, as plague appears yearly in Baghdad and Basra, and each year there are usually a few cases at Hilla or at Nasiriya in the Muntafiq Liwa, probably due to their being large grain centres with close association by rail with Baghdad and Basra respectively. The outbreak in Kut was most probably imported by river from Baghdad or Basra, and in view of the fact that a small epidemic also occurred at 'Amara it seems probable that a river steamer or barge became infected at Baghdad or Basra and that infected rats escaped from it at Kut and 'Amara. The health authorities at Baghdad and Basra exercise a close supervision over river traffic, but in spite of the precautions taken it is impossible to insure that plague infected rats will not occasionally gain access to river boats.

Railway traffic has introduced a fresh factor in the spread of plague in 'Iraq, more especially as it offers a problem that is apparently insoluble by any practical means. The carriage of grain by rail is essential for the commerce of the country, and whatever precautions may be taken for cleansing railway stock it is obvious that it is impossible to prevent rats gaining access to waggons loaded with grain or other food attractive to rats at some part of the loading or shunting operations or during their passage up or down the line. We are therefore faced each year

with the possibility of local epidemics at all or any of the stations along the railway line, particularly at any large towns where quantities of grain are stored for export. The disastrous epidemic of plague in 1918 at 'Amara, where over 500 cases occurred in a population of 12,000 is an example of an epidemic that may occur under circumstances favourable to its spread in a town which has been free from plague for many years. The possibility of similar epidemics always remains an anxiety to the Health Service and this anxiety is greatly increased by the extension of the railway from Baghdad to Kirkuk and its proposed extension to Mosul. This line is largely built to open up the grain areas of Northern 'Iraq, and it is difficult to imagine any certain means that can be adopted to prevent the carriage of plague-infected rats during the plague season from the endemic area at Baghdad to Kirkuk and to Mosul. The long freedom of these areas from plague raises fears of very serious epidemics if plague gains access to these regions. The only factor that may be favourable to preventing the spread is that the grain traffic from these regions will not commence until late in the plague seasons in Baghdad and that the traffic will be all in one direction so that it should be possible to thoroughly clean the waggons returning empty from Baghdad to the Northern areas. The great value of plague vaccine has been thoroughly proved in 'Iraq in past epidemics and a large stock is always kept in hand against emergencies. It is less popular amongst the population than is cholera vaccination since it produces a far more severe reaction but its value is thoroughly recognized amongst all classes but the most ignorant. There is little difficulty in carrying out a campaign of plague inoculation when sufficient cases of plague have occurred to render the population alive to its danger, but the malaise resulting from the inoculation always deters the majority of the population from accepting inoculation when the first cases occur, and a policy of "wait and see" is generally adopted.

The Medical Officer of Health of Baghdad has strongly urged that plague inoculation be made compulsory whenever plague appears in a town.

The introduction of this measure would undoubtedly save very many lives each year but it would meet with considerable opposition and it is doubtful if the 'Iraq Government would be strong enough to enforce a measure that no other Government in the world has yet adopted.

The advantages of compulsory plague inoculation are obvious ; its disadvantages are the following :—

- (a) The reaction produced by the inoculation which varies from mild fever to severe prostration for two or three days, the average reaction causing marked discomfort. One case has occurred to the knowledge of this Department in Basra in which a man in apparent good health

died six hours after a plague inoculation from no cause that could be discovered on post-mortem examination. Other deaths within twenty-four hours of plague inoculation are known to have occurred, but in contacts of a case of plague who were thought, most probably correctly, to have already contracted plague. Compulsory inoculation, to have any value in this country, must be either at the very commencement of an epidemic or, even better, a month before the plague season. A complete cessation of inoculations followed the death in Basra recorded above and it is certain that, should a similar death occur as a result of compulsory inoculation, a storm of public opinion would immediately arise that would discredit the value of inoculation and all connected with it and result in the loss of many lives of persons who would otherwise have been inoculated.

- (b) The protection from a plague inoculation is very strong but only lasts six months, and in endemic areas of plague, such as Baghdad and Basra, it would be necessary to inoculate the whole population each year, since plague is primarily a disease of rats and disappearance of the disease from the human population would have no effect on its presence amongst the rat population.

The epidemics of plague in Iraq in 1923 and 1924 are only noteworthy in that two outbreaks of what was apparently pneumonic plague occurred in January of each year amongst the tribes living about forty miles to the north and north-west of Baghdad. Plague pneumonia is not at all uncommon amongst cases of plague treated in the isolation hospital at Baghdad and Basra, but these cases have never been found to be infectious and medical and other personnel in contact with these cases have never been known to contract the disease. In these two outbreaks only tribes living in tents were affected, fifty cases occurring in the first outbreak and forty in the subsequent outbreak.

The outbreaks occurred in January and February of each year, a season when plague considerably diminishes in Baghdad. In each outbreak there was a clear history of a member of the tribe visiting Baghdad and staying in a house where plague had occurred, in the first case in bubonic form and in the second case in pneumonic form. No special or severe outbreaks occurred in Baghdad from these houses, but the infected tribesmen returning to their tribes developed plague on arrival and the disease spread rapidly amongst the tribes, in practically every case in pneumonic form, being apparently highly infectious by direct contact. The winter season on each occasion was cold and wet, approaching conditions in Manchuria. The tribes may be considered as less resistant to plague than the townsmen, which may be put forward as a reason for the spread of the disease. The spread of the disease must have been from mouth to mouth in practically every case as the presence

of rats can be excluded and fleas are very few in number at that period of the year. Regarding the theory that the virulence of plague could have been enhanced by passage through an animal other than the rat, there is a possibility that jerboas or jerbile inhabiting the camp may have been infected, but again there is no evidence that this took place. The outbreak ceased on each occasion with the onset of warm dry weather, although the flea season had begun. These outbreaks are of very great interest in view of the opinion that is gaining ground that pneumonic plague is a different disease from bubonic plague, as they would seem to suggest that the difference is due to a change of virulence and not to distinct varieties of plague bacilli.

Smallpox.

This disease is endemic in 'Iraq and throughout the year there is a steady notification of cases from all parts of the country.

The disease is always present amongst the tribes, spreading from one to another with varying severity, appearing from time to time in epidemic form in some of the larger towns where prompt measures of isolation and vaccination are usually successful in preventing its spread.

A Vaccination Law exists which gives powers for compulsory vaccination but the law is extremely difficult to enforce. Vaccination is thoroughly appreciated by the general public and even the least civilized tribes recognize its value.

Over 80,000 vaccinations were performed by Health Service officials during 1923 and more than that number in 1924 (completed figures are not yet to hand). Though appreciative of vaccination, the general public are careless and lack initiative to bring their children for vaccination, they have also superstitions that in certain seasons only should vaccination be performed, and the Health Service is further handicapped in its vaccination campaign in the large towns through unsatisfactory notification of births.

Eight travelling vaccinators were sanctioned on the Health Service cadre for 1924 and were obtained by the end of the year. A great improvement in vaccination amongst the tribes is expected from the employment of these vaccinators.

One thousand six hundred and ninety-two cases of smallpox were notified in 'Iraq in 1923 and 1,862 cases in 1924.

Measles.

This disease is always present in some part of the country.

The 487 reported cases in 1923 represent average notifications, and 1924, with 1,347 reported cases, may be regarded as an epidemic year.

Typhus.

Twenty-seven cases were reported in 1923 and nine in 1924. These cases are mostly reported from Baghdad and are attributable to pilgrim traffic from Persia where typhus is prevalent.

Enteric Group Diseases.

One hundred and fifty-eight cases were reported in 1923 and 134 cases in 1924. The majority of these cases were reported from Baghdad.

Enteric Group diseases occurring in 'Iraq are fortunately not very severe, as a general rule, in their course and in comparison with neighbouring countries, such as Syria, Palestine and Egypt. 'Iraq is comparatively free from them. Cases are rarely reported, from the tribes and the disease is not very common amongst them, at least in a form that calls for recognition.

Tuberculosis.

There is a progressive increase in the number of cases reported yearly of this disease, the total cases reported during the last four years being :—

1921	1922	1923	1924
178	398	503	819

Opinions of civil surgeons have been obtained to account for this increase, and the general opinion is that the increase is only apparent and is accounted for by better notification of cases and increased confidence in medical institutions which results in more and more cases presenting themselves for treatment from amongst the tribes. This opinion is accepted with reserve, as it is also possible that a proportion of the increase is actual and is due to a lower standard of living now that the population have lost the free flow of money that came to them from the British Government during and after the war, and are now resuming their harder but more normal existence.

Anthrax.

This disease exists in 'Iraq and from time to time occasions epidemics of varying severity amongst sheep and cattle. The disease is of importance in that it necessitates disinfection of wool in countries importing this commodity from 'Iraq. Medical officers are fully alive to the importance of furnishing all possible information, and it is a matter of interest that, although the disease is common amongst animals in 'Iraq, it is comparatively uncommon amongst the tribes who live in close contact with them.

But if infrequent, the disease in man is well known amongst the tribes ; in its form of malignant pustule it has a special name, and a stereotyped treatment is employed in which the carbuncle is surrounded by a wall of dough, the centre of which is filled with gunpowder and lighted, the process being repeated until the burning gunpowder produces pain, after which the burned area

is left to heal. This treatment is often efficacious. Experience of cases treated in Health Service institutions suggests that the form of anthrax in this country is of very low virulence as they practically all recover with serum treatment. The Director of Veterinary Services also remarks a low virulence of the disease amongst animals.

Schistomiasis.

Bilharzia disease is the only known variety of schistomiasis in 'Iraq, where it is probably the commonest disease amongst the population, though it figures to a very small extent in Health Service records of admissions to hospital or of treatment of out-patients.

The disease is widely spread throughout the country from the level of the Diyala, Baghdad and Hilla Liwas southwards to the Persian Gulf and is present in all localities along the Tigris and Euphrates where cultivation is maintained by flow irrigation. A focus also exists in 'Arbil town, but the 'Arbil Liwa and all the other northern Liwas are free from the disease. It may be roughly estimated that 90 per cent. of the population of southern 'Iraq live in localities where they are exposed to infection from bilharzia, and it is further estimated from investigations carried out by the Health Service that the incidence of the disease in these localities varied from a minimum of 20 per cent. of the population of some areas to practically 100 per cent. in the worst areas. In the Diwaniya Liwa, for example, about 80 per cent. of the entire population are considered to be infected and in parts of that Liwa it is an accepted local fact that all the local inhabitants pass blood in their urine and would consider it abnormal should they not do so. The disease is very prevalent in the Muntafiq Liwa, in the marshes around the Hammar Lake, in the Huwaizah marshes and in the palm belt stretching along the Shatt al 'Arab from Qurna past Basra to the Persian Gulf.

Investigations made by Dr. A. H. Hall, late of the 'Iraq Civil Health Service, afford the basis for the above statement of the prevalence of the disease at Diwaniya. The following statistics collected by Dr. Hall, show the incidence of the disease in the population of Basra :—

<i>Session</i>	<i>Total Persons examined.</i>	<i>No. found infected.</i>	<i>Percentage infected.</i>
<i>Session 1920-21.</i>			
Government Schools ..	222	140	63
American School ..	65	31	48
Jewish School ..	50	8	16
<i>Session 1921-22.</i>			
Government Schools ..	158	72	47
American School ..	122	53	43
Jewish School ..	94	27	29
Civil Jail (adults) ..	30	10	33

The Civil Surgeon of the Muntafiq Liwa reports that of over 1,000 routine examinations of urines of patients admitted to hospital for all diseases, 27 per cent. contained the ova of bilharzia, while 70 per cent. contained blood, the most probable origin of which must have been bilharzia infection.

Treatment is available at all Health Service institutions, but the problem remains unsolved for the moment. The local inhabitants do not regard bilharzial infection as a disease; at most he regards it as a minor inconvenience, and he only attends hospital when, as a result, he suffers from anæmic debility, pyogenic infections of the bladder, vesical, urethral or renal calculi, with their complications of hydronephrosis, pyonephrosis, peri-urethral abscess, stricture, etc. The tribes are indifferent and, even when suffering from moderately severe complications, regard a long course of antimony tartrate injections as more bother than the cure is worth, so that it is extremely difficult to persuade a tribesman to submit to a complete course of treatment. The uneducated townsman is almost equally indifferent and even the educated classes, while realizing the importance of treatment, are slack in completing a full course.

Malaria.

About 45,000 patients are treated yearly for malaria in Health Service institutions in 'Iraq. This represents but a small fraction of those suffering from the disease and in very few cases is the treatment afforded anything but palliative. The distribution of malaria in Southern 'Iraq roughly corresponds with that of bilharzia disease. In addition to its wide distribution in the southern part of the country, it is even more common and more severe in its effects in the submontaine area along the whole of the hills bounding the north-east and northern frontiers of 'Iraq.

Anti-malarial measures are expensive and in the majority of areas are impossible, since removal of conditions which produce malaria would in those areas also remove the conditions on which the inhabitants depend for a livelihood. For instance, drainage of the marsh areas would ruin rice cultivation, and closure of the myriad small creeks in the Basra area would destroy the date industry, on which practically the whole population depends for its living. Accepting that it is impossible to remove the source of malaria in the greater part of the country, it is essential to concentrate anti-malarial measures on provision of facilities for treatment. The necessary institutions exist for treatment but their activities are limited by the amount of quinine that the Government can afford to distribute. Taking the low estimate that 20 per cent. of the population of 'Iraq are infected with malaria, we arrive at a figure of 600,000 persons who require curative or palliative treatment each year. For curative treatment an average course of 2 ozs. of quinine per patient would be required, while for palliative treatment of occasional attacks of

fever an average expenditure of $\frac{1}{2}$ oz. of quinine per patient would be necessary each year. The provision of quinine for palliative treatment only of the infected population of 'Iraq would require at least 20,000 lb. of quinine yearly. The present price of quinine in 'Iraq obtained through the cheapest possible source is Rs.33.4 per pound. The cost of quinine for palliative treatment of the population would, on these figures, be Rs.60,00,000 per annum, a sum that it is impossible to provide from the limited budget of the Health Service.

During the years 1923 and 1924 a total quantity of 6,900 lb. of quinine was distributed from Health Service institutions at a total cost of approximately Rs.2,30,000. Were the money available there would be little difficulty in distributing the quinine as its use is well appreciated in all the malarious areas.

The notified cases of malaria in 1923 followed the usual course in which a rise occurs in May continuing to a maximum in July and falling, with a slight rise in November, to a minimum in December and January, 36,087 cases in all being reported. The incidence of malaria is noteworthy because of a very marked rise of cases in September, October and November in all districts, so that the autumn rise in most districts equalled and even exceeded the early summer rise. This is so great a departure from normal as to deserve the title of an epidemic. The epidemic was investigated by the Health Service and the result of the investigation suggested that, although there was an actual increase in the number of cases of malaria, the increase was due to an epidemic of a mild febrile disease resembling influenza that apparently had the effect of determining or aggravating an attack of malaria in malaria carriers and possibly of rendering a healthy individual more susceptible to infection by the malaria parasite. The reported outbreaks of "malaria" on two P. and O. steamships, bound from India to the United Kingdom, in September and October last, followed by an outbreak of influenza this winter in England, are very suggestive that the 'Iraq epidemic of malaria was of a similar nature.

Leprosy.

This disease is widely spread throughout 'Iraq, but fortunately shows a light incidence. Twenty-two cases were notified in the whole country during 1924, and it is a safe estimate that the total cases in 'Iraq do not exceed 300. Of 45 cases of leprosy (including cases notified in previous years) attending the Isolation Hospital, Baghdad, during 1923 and 1924, 23 were Arabs (mostly from tribes), 11 were Kurds and 12 were Persians. Cases treated at Basra give a percentage of 50 per cent. Arabs (tribesmen) and 50 per cent. Persians.

There is always a floating population of lepers in Baghdad and Basra owing to the fact that in 'Iraq, as in other Eastern countries, the leper is an outcast amongst his fellow men. In the tribes they are made to live apart, and it is not a matter for

surprise that numbers of lepers leave these unhappy surroundings and drift into the large towns where their presence is more tolerated or less noticed, where they may earn a living or exist on charity, and where they may receive free medical attention in hospital. In spite of the presence of this floating population of lepers in the large towns, it is rare that a case of leprosy occurs that can be traced to an origin in one of them.

The establishment of a leper colony has been considered, but its cost is a drawback and the compulsory segregation of individuals of different tribes, races and religions presents almost unsurmountable difficulties.

WORK OF HEALTH SERVICE INSTITUTIONS.

With the exception of the Mir Elias Hospital (of 100 beds) in Baghdad, which treats Jewish patients, and three municipal dispensaries in Baghdad, the whole of the public hospitals and dispensaries in the country are maintained by the 'Iraq Government through its Health Service. This is in very marked contrast with Palestine, where two-thirds of the lavish medical facilities afforded to the public are by charitable institutions of Christian or Jewish foundation. Though 'Iraq is a holy country to a large section of the Mohammedan world, it unfortunately does not attract charitable endeavour to a great extent, and the only existing charities are in the hands of Waqf which devotes them to religious purposes. 'Iraq is thus unfortunately placed compared with most other countries in that the entire cost of public medical facilities falls upon the Government.

The accompanying table shows the patients treated during 1923 and 1924 in Health Service Institutions in the various Liwas of 'Iraq.

Liwas.	1923.		1924.	
	Total In-Patients.	Total Out-Patients.	Total In-Patients.	Total Out-Patients.
Baghdad	4,805	413,887	5,925	469,106
Basra	3,205	94,857	2,914	109,423
Mosul	2,267	77,087	2,553	74,006
Amara	190	22,589	244	31,873
'Arbil	355	28,371	279	27,758
Diwaniya	204	40,616	448	61,205
Diyala	365	26,583	379	26,751
Dulaim	—	8,768	—	22,793
Hilla	390	34,630	397	45,320
Karbala	202	25,119	258	60,262
Kirkuk	527	60,058	458	77,301
Kut	443	28,899	156	15,314
Muntafiq	679	24,840	1,261	40,131
Kurdistan	—	—	130	9,643
	13,632	886,904	15,502	1,070,886

There is little limit to the work that can be undertaken by existing dispensaries, and the record of nearly a million attendances of over 300,000 new patients per annum shows the very valuable work done by these institutions.

The work of Hospitals which admitted 13,632 patients in 1923 and 15,502 patients in 1924 is equally good, but could be greatly extended if more money were available. Hospital work is also hampered by a certain number of incurable poor patients without relatives, who fill beds that could be otherwise better employed. The majority of these are Persians and at any time there are probably at least ten infirm Persians in the Baghdad hospitals whom the hospital authorities do not know how to dispose of.

Surgery.

The first-class hospitals in Baghdad, Basra and Mosul do a large number of major operations in the course of a year, the figures for 1923 and 1924 being as follows :—

				Baghdad.	Basra.	Mosul.
1923	..	..	..	484	764	488
1924	..	..	..	1,841	792	621

In addition a number of major operations are performed in Liwa hospitals, but practically only in hospitals under the charge of British doctors.

Ophthalmic Work.

This constitutes a very important branch of the work of all Health Service Institutions. Two ophthalmic specialists are employed; the Chief Specialist is posted in Baghdad and the second in Basra. Eye work in Baghdad is well organised. A central eye department exists at the Royal Hospital for out-patients and in-patients and under the charge of the eye specialist are four Trachoma Centres attached to municipal health centres. In these centres in 1923 a total of 9,721 new cases came for treatment, with a total of 157,928 attendances. In 1924 these numbers rose to 16,838 new cases with 188,632 attendances.

It is estimated that 80 per cent. of the population of Baghdad have trachoma, and a very large proportion of these sustain permanent damage to their sight.

X-Ray and Electrotherapy.

A well-equipped X-Ray Institute exists at the Royal Hospital which does work of the highest standard. Apparatus for all forms of electrotherapy are provided, and the Institute is an invaluable aid in the scientific diagnosis and treatment of cases that come from all parts of the country. X-Ray apparatus are installed at the hospitals at Basra and Mosul, and an apparatus is in process of installation at Kirkuk.

Chemical Examiners Department.

This is installed at the Royal Hospital ; it is in close touch with the other special departments for advice and co-operation on medical matters requiring expert chemical knowledge, particularly on the many medico-legal cases that are referred to Baghdad for report, from all parts of the country. About one half of the work of this Department is in connection with the engineering requirements of the Public Works Department and Railways. In 1924 the 'Iraq Railways provided an assistant to the Chemical Examiner and, now that he is free from the majority of his routine work, it is proposed that he devote a large part of his time to a complete investigation of building materials in 'Iraq, such as bitumen, bricks, gypsum, etc., with a view to their improvement and economic employment.

Pathological Laboratories, Anti-Rabic Institute and Vaccine Lymph Institute.

All hospitals and certain of the larger dispensaries have laboratory facilities varying from the provision of microscopes, simple apparatus and stains for routine examination of blood and other material, to the provision of fully equipped laboratories capable of dealing with any branch of pathological or bacteriological investigation.

A second-class laboratory is installed in the Maude Memorial Hospital, Basra, for hospital requirements and for bacteriological investigations in connection with port health work.

A first-class laboratory is installed at the Royal Hospital in Baghdad for the hospital requirements and for expert examination of pathological material from all institutions in the country, when special investigation is required. This laboratory is under the charge of the Chief Pathologist, a highly qualified and very competent specialist, who also has charge of the Anti-Rabic and Vaccine Lymph Institutions of 'Iraq which are situated in the grounds of the Royal Hospital. The laboratory is well equipped and is dealing now with almost more work than the staff can cope with. A large amount of the work is routine work and, though the Chief Pathologist finds time for minor investigations, such as on the pathology of bilharzia disease, and serological diagnosis of hydatid infections, it is obviously impossible for him to tackle the larger investigations, on bilharzia disease, malaria, ankylostomiasis, leprosy, plague, etc., for which this country offers so large a field, and which he is well qualified to undertake.

These investigations are a question of time, money and personnel, and every effort will continue to be made by the Health Directorate to provide the necessary facilities for increasing the work of this Laboratory. The remarkably good work done by the Chief Pathologist and his staff in the emergent production of 200,000 doses of cholera vaccine has already been noted in this report.

Anti-Rabic Institute.

During 1923 the Anti-Rabic Institute was removed from its old site at the Central Laboratory into the one at present occupied in the grounds of the Royal Hospital.

During 1923 a total of 190 persons reported at the Institute for investigation and treatment, 204 reported during 1924. These figures include both civil cases and members of the British forces.

Rabies is widely spread in Iraq and cases of dog, jackal, wolf bite, etc., present themselves in a steady stream throughout the year. The disease is recognized by the Arabs as incurable by their own methods and little persuasion is required by civil surgeons to induce Arabs, bitten by rabid animals, to proceed to Baghdad for treatment.

Vaccine Lymph Institute.

This institute was transferred in 1923 from Amara to Baghdad where it came under the charge of the Chief Pathologist, who at the same time took over from Civil Medical Stores the issue of all sera and vaccines for medical institutions in the country. It is of interest that the Persian Government occasionally asks the assistance of this Institute for supplies of these preparations.

Vaccine lymph, as issued by the Vaccine Lymph Institute, is a glycerinated lymph of very good potency. Lanolinated lymph is not prepared.

The following is a résumé of the lymph production for the year 1923 :—

Number of calves vaccinated	59
Number of calves vaccinated with success ..	58
Average yield of lymph pulp per calf ..	30 grammes.
Number of doses of vaccine manufactured	276,850
Number of doses of vaccine issued ..	71,436

PRACTICE OF PHARMACISTS.

The School of Pharmacy in Baghdad has now been in existence for five years and each year turns out ten or twelve well qualified pharmacists. The course in pharmacy is held under the direction of the Civil Medical Storekeeper, a well qualified British Pharmacist, and the teaching in pure chemistry is done by the Chemical Examiner. Pharmacists qualified in this school generally possess a far better knowledge of their profession than the majority of the local pharmacists who qualified in Constantinople under the Turkish régime.

The practice of pharmacy has for many years required regulation and in 1923 a Pharmacy Law was passed which after a year's experience was amended at the end of 1924. A Wholesale Drug-gists Law was also passed at the end of 1924. These laws, which

retain some of the special provisions of the old Turkish laws, fulfil a very useful purpose and give very satisfactory powers to control the sale of drugs and poisons.

Advantage was taken of the passage of the Wholesale Druggists Law to reserve the importation of cocaine, novocaine and similar drugs for the 'Iraq Government, from which it may be purchased, in quantities sanctioned by the Health Directorate, by registered pharmacists. Apart from smuggling, the Government can now exercise a very satisfactory control over the cocaine traffic.

VENEREAL DISEASE AND PROSTITUTION.

Venereal disease is very common in 'Iraq amongst all classes of the population, both in the towns and amongst the tribes. The following table shows the total numbers of in-patients and out-patients treated for venereal diseases in all Civil Health institutions during the years 1923 and 1924:—

1923.					
	<i>Gonorrhoea.</i>	<i>Syphilis.</i>	<i>Soft Chancres.</i>	<i>Other Diseases.</i>	<i>Total.</i>
In-patients ..	343	680	22	45	1,090
Out-patients ..	3,131	4,025	484	—	7,640
Total treated ..	3,474	4,705	506	45	8,730

1924.					
	<i>Gonorrhoea.</i>	<i>Syphilis.</i>	<i>Soft Chancres.</i>	<i>Other Diseases.</i>	<i>Total.</i>
In-patients ..	330	521	21	54	927
Out-patients ..	3,001	4,812	307	—	8,120
Total treated ..	3,331	5,333	328	54	9,047

Private practitioners also treat a very large number of cases of venereal disease in the large towns, and there is little doubt that the cases of venereal disease treated in Government institutions represent but a small proportion of the total cases of venereal disease in the country. One reason for this, is the fact, remarked upon by most medical officers in 'Iraq, that gonorrhoea and syphilis, more especially the latter, appear to be far milder in their manifestations amongst the local population than is the cases with these diseases amongst a European people. For example, tertiary forms of syphilis are infrequently met with in hospital practice, severe tertiary forms are very rare and locomotor ataxia is very uncommon.

Our best index as to the prevalence of venereal disease is obtained from the gynaecological departments of the hospitals where the large number of respectable women, who attend for maladies the result of infection with venereal disease by their husbands, show how widely spread venereal diseases are amongst the local population.

Prostitution

Nothing has been done within the last two years to cope with this problem. The position at present is that a certain number of prostitutes are officially recognised or tolerated in the large towns, and that these prostitutes are subject to periodical examination by officials of the Health Service. The matter is dealt with differently in each town according to the opinions of the local municipal authorities.

Basra.—All prostitutes are compelled to live in a large brothel area, and all brothels and prostitutes must be registered. All prostitutes are compelled to report twice monthly for inspection at this hospital, where free treatment is provided and where seriously infected prostitutes are detained. Prostitutes infected with syphilis are compelled to cease practising until a stage in their treatment is reached when they may be considered non-infective. Prostitutes suffering with gonorrhoea are not compelled to cease practice but willingly attend for treatment. Every brothel is compelled to provide an ablution room for clients, where mercury ointment and a permanganate douche is provided. The ablution rooms are well lighted, and a notice in four languages for preventive use of the ointment and douche is prominently displayed. The policy adopted in Basra is, that all prostitutes should be considered as infected, that the client deals with them at his own risk, and that all that can usefully be done is to ensure that preventive remedies are available to lessen as far as possible the risk to the client. Experience in Basra shows that forbidding practice only drives the women to secret prostitution, and to the establishment of hidden brothels in the town.

Of 270 registered prostitutes examined at Basra, 250 were found to be infected with venereal disease. The question of replacing these with clean women was considered, but after examining a large number of proposed replacements from Persia and elsewhere, it was found that they were equally infected. After consideration of the point that, even if clean prostitutes could be obtained, they would mostly become infected from their clients within a very short time, it was decided to drop the matter and to concentrate on methods of prevention since it was obviously impossible to abolish prostitution.

Baghdad.—Only 240 prostitutes are registered in Baghdad, who live in a brothel area on much the same conditions of inspection, treatment, preventive remedies, etc., as those in Basra. The brothel area is too small in Baghdad, and the large majority of prostitutes live secretly outside the brothel area. Compulsory treatment by detention in hospital and a system of certificates of freedom from infection existed early in 1923 in Baghdad, and was the cause of much abuse through the dishonesty of minor officials, and even certain local examining doctors were not entirely free from the suspicion of selling

certificates of freedom from infection. The taint of these practices still remains, and prostitutes still regard the brothel area with suspicion and avoid by all possible means living there.

Mosul.—About 80 prostitutes are registered in Mosul, and live in an enclosed brothel area with a small hospital there for their treatment and inspection. Prostitutes are compulsorily detained in hospital for treatment, and it is probable that a fair percentage of these prostitutes are really free from infectious disease. A large number of prostitutes practise secretly and uncontrolled in the town.

Other Towns.—Most of the larger towns possess a few known prostitutes, who are inspected regularly by the local medical officers, who forbid them to practise when they are found to be infected and who treat them when necessary.

MUNICIPAL HEALTH DEPARTMENTS.

All municipalities in 'Iraq, however small, possess a sanitary service of sorts, varying from the maintenance of a few town sweepers to the maintenance of large departments which in competence and scope of their activities compare very favourably with British municipal health departments in towns of similar size.

The three principal municipal Health Departments are those of Baghdad, Basra and Mosul. These were all organized by British doctors immediately after these towns came into British occupation. The Baghdad and Basra departments are modelled very closely on the British pattern and comprise conservancy departments, sanitary departments, registration of births and deaths, infant welfare centres, supervision of water purification, prostitutes' hospitals, disinfection centres, training of midwives, etc. These two departments are very efficient and do valuable work.

The Mosul Health Department is not so satisfactory as the Baghdad and Basra Departments, since the old Turkish system is more closely followed and the Department suffers greatly from municipal interference, such as by letting conservancy out to contract, and the maintenance of certain useless institutions to provide posts for favoured individuals. Still, even the Mosul Department serves a useful purpose and the Health Directorate is slowly extending its powers of control over it. In other towns the health departments are under the close supervision of Liwa Civil Surgeons, whose advice is generally gratefully accepted by the municipalities.

The three Health Departments of Baghdad, Basra and Mosul form very important links in the chain of the quarantine service in the prevention of spread of infectious disease.

QUARANTINE SERVICE.

The only purely quarantine institutions in the country are the Quarantine Station at Khanaqin and the Port Health Department at Basra which has a quarantine station attached for use in case of need.

In Turkish times, owing to lack of medical facilities, a large number of quarantine institutions were necessary in which the personnel was idle for the greater part of each year. Under present arrangements, all medical institutions and personnel play their part in the combat of epidemic and in the control of pilgrimages to very good effect, as will be seen from the report of the 1923 cholera epidemic.

PILGRIM AND CORPSE TRAFFIC.

The control of pilgrims and the transit of corpses for burial in the holy cities of 'Iraq constituted the greater part of the activities of the Turkish quarantine service in 'Iraq and is fully described in the report of the International Sanitary Commission on the Turco-Persian Frontier, which visited 'Iraq in 1913-14. This traffic still exists, but as a result of the war and of internal unrest or changed economic conditions in Persia, it has not yet resumed its pre-war level. The average pilgrim traffic through Khanaqin before the war was 37,000 each year. On resumption of the traffic the numbers were low, but rose to over 10,000 in 1923. The numbers fell in 1924 to 2,800. Apart from economic causes for this reduction, there is every reason to believe that the Persian Government, for political reasons, has been throwing great difficulties in the way of pilgrims from Persia to 'Iraq. Now, however, that these reasons have been removed, it seems probable that pilgrim traffic will begin to resume more normal figures. The Quarantine Station at Khanaqin is well fitted to cope with any numbers of pilgrims that can be expected, even in excess of the highest recorded Turkish figures of 64,840 in 1905-6.

A system of passes for pilgrims is under consideration.

A Corpse Traffic Law was passed at the end of 1924, which gives very satisfactory control.

The diversion of the Mecca pilgrimage from the sea route to the overland route has already been dealt with in this report.

DANGEROUS DRUGS.

The practice of opium-eating is well established in 'Iraq, more especially in the centres of Persian influence, such as Baghdad and Basra, and the pilgrim centres such as Karbala, Kadhimain, Najaf, etc., where the more pernicious practice of opium smoking (also Persian origin) can also be indulged in. The Arab tribes employ opium more for its medicinal qualities than for vicious reasons. The practice of taking morphine was well established

amongst the effendi classes in the large towns before the war and appears to be growing as a result of both Persian and Turkish influence. It is a matter for regret that the cocaine habit is also taking hold amongst the educated classes in 'Iraq. It is well established in Persia and for a few years after the war illicit traffic in cocaine was largely confined to Persians who bought cocaine in 'Iraq to sell at a great profit in Persia. During the last two years many 'Iraqis have taken up the habit and it is feared that, unless an effective control can be exercised over the traffic, the habit will become even more of a curse in 'Iraq than it is in Europe. As a result of the recent Pharmacy Law and Wholesale Druggists Law, satisfactory control now exists over this traffic through the medium of doctors and pharmacists, but it is feared that it will continue to a very large extent by smuggling from Syria, a practice which is very difficult to control.

MEDICAL AND DENTAL PRACTICE.

With two exceptions, all the private medical practitioners in the country have settled in Baghdad, Basra and Mosul. In Baghdad the rapidly increasing numbers of private doctors is becoming an acute problem, as it is becoming increasingly difficult for many of them to earn an honest living from the practice of their profession, and there is no doubt that the standard of medical practice is suffering in consequence. Charlatanism and other questionable methods of exploiting the patient are now beginning to be employed and strong grounds exist for the suspicion that criminal malpractice is far more frequent than was formerly the case. The cause of this condition of affairs is the huge influx of doctors which is taking place to 'Iraq from Syria, where a large number of poorly qualified doctors are being turned out each year on a country that has already far more doctors than it needs. The competition of the universities in Syria, which have lowered their standards to attract students, appears to be the reason for this wholesale production of doctors, who, now that Turkey is closed to them, have no outlet but to exploit 'Iraq.

In 1923 the practice of dentistry was regularised by the issue of Regulations for Dental Mechanics. The question of dressers and *hakims* was also dealt with by regulations which forbade the independent practice of dressers and forbade entirely the practice of *hakims*. The position in the three large towns is satisfactory, but it is still necessary to wink at the practice of *hakims* in certain other towns, especially the religious centres.

The country suffers from a lack of trained midwives, but though the prospect of ever obtaining a sufficiency is very poor, a considerable improvement has been effected in the work of local midwives in the three large towns, and in most of the Liwas headquarters there are now one or two local midwives who are trusted by the Civil Surgeons as being fairly clean in their methods.

A Law of Medical Practice in 'Iraq, which better regulates the practice of doctors, dentists, dental mechanics, vaccinators, dressers, midwives and nurses, is awaiting sanction.

WATER SUPPLIES.

Piped water supplies exist in the towns of Baghdad, Basra, Mosul, Amara, Nasiriya and 'Arbil. With the exception of Baghdad, where a bad and inadequate piped supply existed before the war, all these water supplies have been installed since the British occupation. The Baghdad supply is the least satisfactory of these, but a scheme for its complete reorganisation was sanctioned in 1924, and the work is now in hand.

RAILWAY MEDICAL SERVICE.

This has been reorganised during the period under report, and consequent on changes of distribution of railway personnel and departments, will be again reorganised to a certain extent during the coming year.

It was organised into two independent districts, north and south, under two medical officers. The future organisation will be a medical officer in charge of the Railway Hospital at Baghdad, which will be the central hospital for all railway personnel, and a medical officer in charge of the entire sanitation of railways throughout the country, who will also maintain and supervise the work of the small railway hospital at Basra and all railway dispensaries outside Baghdad. The entire cost of the Railway Medical Service is borne by Railways, its medical officers are on deputation from the Health Service, and the Inspector-General acts in an advisory capacity on general questions and all questions concerning Health Service personnel.

The Railway Medical Service is efficiently run and plays an important part by co-operating with the Health Service in the combat of epidemic disease.

CIVIL MEDICAL STORES.

The Civil Medical Stores continue to fill a very useful purpose in supplying all Health Service Institutions with medical and surgical supplies. In addition it supplies a large quantity of medical supplies for 'Iraq Levies and for the 'Iraq Army. This department is very efficiently and economically run. Practically all purchases of material are made through the Crown Agents, and the articles obtained are cheap and of excellent quality. Overhead costs of the stores are 6 per cent. of the value of the material handled. Considering the very large number of articles stored and the differing conditions necessary for their preservation and storage, this is a very satisfactory figure.

BRITISH FORCES IN 'IRAQ.

This report would be incomplete without mention of the very cordial spirit of co-operation that exists between the Civil Health Service and the Medical Services of the British Forces in 'Iraq.

The Health Service has to thank the Air Officer Commanding the British Forces in 'Iraq for facilities of air transport readily afforded on several occasions for its personnel on occasions of urgency, and during the cholera epidemic, when cultures for manufacture of vaccines were brought by air from Cairo; also for ambulance facilities by sea for sick officials invalided from Iraq.

The British Forces, on their part, are grateful for assistance afforded by the Civil Health Service of the nature of service of specialists, laboratory facilities, provision of medical stores and vaccines in emergency and for treatment of their personnel by Health Service medical officers in Liwas where no Military Medical Service is available.

INCIDENCE OF INFECTIOUS DISEASES IN 'IRAQ DURING THE YEAR 1923.

Liwas.	Cerebro-spinal Meningitis.	Chicken-pox.	Cholera.	Diphtheria.	Influenza.	Measles.	Plague.	Relapsing Fever.	Scarlet Fever.	Smallpox.	Typhus.	Anthrax.	Enteric Group.	Leprosy.	Mumps.	Puerperal Fever.	Tetanus.	Tuberculosis.
Baghdad	10	11	175	24	—	175	493	—	1	223	22	3	99	17	5	5	—	147
Basra	2	8	605	1	4	27	289	—	—	104	3	1	17	3	7	3	1	60
Mosul	—	—	—	—	—	—	—	—	—	35	—	1	12	—	—	—	—	43
'Amara	—	1	200	—	—	—	—	—	—	63	—	—	—	3	—	—	—	81
'Arbil	—	—	—	2	—	1	—	—	—	418	—	—	1	—	7	—	—	13
Diwaniya	—	—	5	—	—	—	—	—	—	435	—	—	—	1	—	—	2	18
Diyala	—	2	208	—	—	10	—	—	—	64	—	—	—	—	—	—	—	13
Dulaim	—	—	25	—	—	—	—	—	—	3	—	—	24	—	—	—	2	7
Hilla	1	2	19	—	—	8	5	—	—	20	—	—	—	1	2	—	1	48
Karbala	—	1	163	—	—	10	—	—	1	209	2	—	—	—	—	—	—	8
Kirkuk	—	—	—	—	—	—	—	1	—	44	—	—	4	—	19	—	1	—
Kut ..	—	—	62	—	9	253	—	—	—	65	—	—	1	—	—	—	—	3
Muntafiq	—	1	178	—	—	3	—	—	—	9	—	6	—	—	18	1	2	62
Total, 1923	13	26	1,640	27	13	487	787	1	2	1,692	27	11	158	25	58	9	9	503
Total, 1922	12	56	—	43	10	87	685	—	7	1,862	48	6	104	42	229	39	14	398
Total, 1921	26	90	—	20	10	605	137	3	2	475	61	*	87	25	92	*	*	178

* Not specified.

INCIDENCE OF INFECTIOUS DISEASES IN 'IRAQ DURING THE YEAR 1923

INCIDENCE OF INFECTIOUS DISEASES IN 'IRAQ DURING THE YEAR 1924.

Liwas.	Cerebro-spinal Meningitis.	Chicken-pox.	Cholera.	Diphtheria.	Influenza.	Measles.	Plague.	Relapsing Fever.	Scarlet Fever.	Smallpox.	Typhus.	Anthrax.	Enteric Group.	Leprosy.	Mumps.	Puerperal Fever.	Tetanus.	Tuberculosis.
Baghdad ..	12	10	—	18	—	422	260	—	1	104	6	—	75	13	15	9	2	214
Basra ..	1	2	—	—	—	38	111	—	—	189	1	—	7	4	5	—	1	82
Mosul ..	1	1	—	6	—	386	—	—	—	8	—	—	18	—	7	—	—	119
'Amara ..	—	—	—	—	—	—	11	—	—	22	—	—	6	1	6	—	—	23
'Arbil ..	—	—	—	2	—	1	—	—	—	1	—	—	5	—	13	—	—	11
Diwaniya ..	—	20	—	—	8	8	—	—	—	15	—	—	2	—	2	1	1	18
Diyala ..	—	1	—	1	—	67	—	—	6	10	—	1	2	—	—	—	—	—
Dulaim ..	—	—	—	—	—	228	—	—	—	13	—	—	2	—	14	—	—	48
Hilla ..	—	1	—	—	—	13	82	—	3	6	1	1	12	—	1	1	2	8
Karbala ..	—	—	—	—	—	12	1	—	—	2	—	—	1	—	2	—	—	108
Kirkuk ..	—	—	—	—	—	40	1	—	2	10	1	—	1	—	—	—	—	95
Kut ..	—	3	—	—	—	151	50	—	—	58	—	—	1	—	7	—	—	10
Muntafiq ..	—	3	—	3	—	8	7	—	—	21	—	—	1	4	—	—	—	13
Total, 1924	14	41	—	30	8	1,374	523	—	12	459	9	4	134	22	145	19	7	819
Total, 1923	13	26	1,640	27	13	487	787	1	2	1,692	27	11	158	25	58	9	9	503
Total, 1922	12	56	—	43	10	87	685	—	7	1,862	48	6	104	42	229	39	14	398
Total, 1921	26	90	—	20	10	605	137	3	2	475	61	*	87	25	92	*	*	178

* Not specified.

INCIDENCE OF INFECTIOUS DISEASES IN 'IRAQ DURING THE YEAR 1924—(continued).

Outbreaks in 1924 :—

Baghdad Liwa.—Measles, plague and smallpox occurred in spring. Tikrit—measles, July and August.

Mosul Liwa.—Smallpox, Artrush, in March ; measles in spring ; enteric (tribal), March.

'Amara Liwa.—Measles (tribal), April ; smallpox (tribal), April.

'Arbil Liwa.—Smallpox, Balek, in January and at Sanjaq in February ; influenza, March and April ; mumps, October and November ; measles at Akushawa in December

Diwaniya Liwa.—Plague at Rumaitha and Samawa, February ; smallpox at Suwaira, February ; measles at 'Afaq and Albudair, May ; smallpox in May.

Diyala Liwa.—Measles at Shahraban in January ; smallpox at Khanaqin in January.

Dulaim Liwa.—Measles, April to June.

Hilla Liwa.—Smallpox, April ; plague, May.

Kirkuk Liwa.—Measles, Kifri, in May ; Tauq, June to August ; Kifri and Qara Tepe in September ; mumps, Tauq, in September and October.

Kut Liwa.—Measles, March ; plague, May ; smallpox at Jassan in September and October.

Muntafiq Liwa.—Measles at Umm al Ba'rur in November and December.

6. Department of Agriculture.

SEASON.

The seasonal rains of the spring of 1923 were continued into April and May, and these, together with high floods, proved of the greatest benefit to the ripening cereal crop. The grains were well matured and fully ripened and a good harvest was taken. This would have been much bigger but for the fact that large areas of crops were inundated during the flood seasons. An abnormally cool summer followed which was of the greatest possible benefit to summer crops, but this was followed by a hot autumn, and no appreciable winter rains fell until December. This adversely affected the sowings of winter cereals and the spring of 1924 had very badly distributed rains, followed by a too sudden onset of hot weather. The result was a very bad harvest of cereals for that year. Both wheat and barley were short in the straw and shrivelled in the ear, and, owing to climatic conditions, the affects of *rust* and *smut* were very badly evident throughout the whole country. The unusually sudden onset of heat in March caused all early sown summer crops to germinate rapidly and evenly, and this was particularly marked in the case of early sown cotton. The summer of 1924 was moderate but long drawn out, and October was warm and humid. The cold weather came on extraordinarily suddenly in November, and in that month frost occurred. The autumn rains were again unduly delayed, however, and only fell when the temperature was very low, so that germination was delayed. Snow fell practically throughout the country on 26th December, a most unusual occurrence.

The late rains, combined with the low temperatures prevailing, have adversely affected winter sowings, and the evil is aggravated by the scarcity of grain, so that the present prospects for the 1925 harvest are not good.

The unusual cold weather has, however, had a very adverse effect on all pest life, both fungoid and insect. The succession of mild winters previously experienced had led to an enormous increase of all these, and comparatively much lighter attacks are to be expected during the coming summer.

COTTON.

The propaganda work continued in the areas of Diyala, Saqlawiya, Yusufiya, and Hilla. The area put under cotton continued to increase and the total crop for the 1923 season amounted to 1,100 bales as compared with 300 bales for 1922. Up to the close of the period under report, the 1924 crop amounted to 2,150 bales, but cotton from that season is still being delivered, and the season's crop will probably reach 2,500 bales. This crop would appear to be now firmly established, and the British Cotton Growing Association have begun to buy on "grades" instead of paying a flat rate.

Owing to the decline in cotton prices on the home market, and the continued high value of the rupee on the exchange, it was found necessary to reduce the price of 1st grade "Mesowhite" seed cotton from Rs.500 per ton to Rs.450 per ton.

Cotton propaganda has been now carried into districts not previously touched and further extension may be confidently expected, but unless serious irrigation schemes are undertaken the ultimate crop is very distinctly limited.

The British Cotton Growing Association began, however, during 1924 to erect a large modern automatically-fed ginnery which will be capable of dealing with 10,000 bales per year. It is expected that this will be completed early in 1925, and be used for the 1925 crop.

AGRICULTURAL RESEARCH.

The research programme continued under the heads originally laid down. Field experiments were conducted with a view to elucidating various problems in connection with cotton, wheat, barley, sugar-cane, and many other minor crops. Investigations were conducted on numerous insect pests and spraying demonstrations were given. The soil surveys for various irrigation projects were continued.

Cotton Experiments.

During the two seasons under report the Varietal Test was conducted chiefly with selections made on the experimental farm from Webber type cottons, as it was considered that this type had definitely proved its superiority for this country.

In view, however, of the high prices which were being paid for shorter staple cottons, selections from certain Indo-Americans were also included, as these had been previously found to be very heavy yielders. As a matter of fact these varieties gave a better "acre value" for the 1923 season, but in 1924, though they still remained the heaviest yielders, the Webber types gave once more the greater "acre value," due to the comparatively greater decline in prices for short-staple cotton. The Department's policy in continuing to issue Webber type to districts was thus justified. The most promising strains were in each year selected from these tests and propagated on the farm on as large areas as possible. The seed from these propagation areas was issued to cultivators in reserved areas, and the crops they harvested were separately ginned so as to provide a reasonably pure seed-supply for the entire country.

Other field experiments were conducted during the two seasons to obtain accurate information on such points as irrigation, spacing, cultivation, and thinning of cotton plants. The selection and breeding work went on uninterruptedly. Sixty-three selected single bolls, and sixty-three selected single plants, together with the progeny of two crosses, were propagated

in 1923, and, in 1924, besides propagation of the "F 2" generation of the above crosses, progeny of four additional crosses were propagated, and the selection work continued. It is noteworthy, in this connection, that in the 1924 Varietal Test, out of the four varieties which gave the highest "acre value," three were pure line strains evolved on the Experimental Farm.

Cereals.

The work on winter cereals had suffered greatly from lack of competent staff. An enormous number of types of 'Iraqi wheats and barleys had been selected and propagated, and to these had been added wheats and barleys imported in very small quantities from almost every important wheat growing country in the world. In the sowing season of 1922-1923 there was no staff available competent to deal with the enormous amount of data collected, and in consequence the only possible course was to resow the enormous number of types then under investigation. Two hundred and thirty-eight strains of wheat and one hundred and thirty-one strains of barley were sown. Fortunately the plant-breeder, Mr. H. V. W. Dowson, arrived from study-leave in time to take charge of the work. As a result of his examination of previous records and the 1923 season results, he was able to reduce the material to 139 strains of wheat and 66 varieties of barley. The adverse climatic conditions for the 1923-1924 cereals was of great value in determining the relative value of many types. Any type with the least liability to "rust" was discovered, as were also all types which, whilst early enough for a normal 'Iraq season, were liable to fail in abnormal years. As a result of this, in spite of continued fresh importations, the material for the 1924-1925 season has been reduced to much more reasonable dimensions, and the plant-breeder will have more opportunity for studying the progeny of the various crosses made, some of which are very promising. Meantime, the propagation of the various types previously selected has been continued. It appears that Australian types do better in 'Iraq than any others.

Bulk samples of best yielders were sent to the Imperial Institute for baking tests. It was rather disquieting to find that imported wheats appear to lose "strength" when grown in this country. The point is not yet finally settled, as it may have been due, in part, to seasonal conditions, but the subject will be further investigated. The variety of wheat known as *Punjab 17* and the barley known as *California* were issued to cultivators during both seasons. Varieties of wheat and barley which are certainly better than these are now being propagated, however, and will be available for issue in 1925.

After the bad harvest of 1924, cultivators noticed generally the much greater yields given by departmental wheat seed, and the result was a demand which it was impossible to meet. All available *Punjab 17* was imported from India, but, even so, the major portion of the demands remained unsatisfied.

Field experiments were continued throughout the two seasons on problems connected with the irrigation, cultivation, and anti-disease treatments of winter cereals.

AGRICULTURAL CHEMISTRY.

The work of this section was chiefly concerned with surveys for irrigation projects and the problem of alkalinity. The two are, of course, closely connected, and it is becoming increasingly evident that the increase of salinity on perennially irrigated lands is a problem of the utmost gravity, and one that will have to be tackled very seriously. For the most part the country has no natural drainage, and the salts contained in the irrigation waters simply accumulate after the water has been transpired by the plants, or evaporated. In many cases old salt deposits are also brought to the surface and increase the rapidity of the process. A great number of cases of so-called "disease" attacking crops have been traced to this root cause.

Particularly is this true in cases of failure of cotton attributed to *Earias Insulana*, the spotted boll-worm. During July and August, the cotton plant in this country is submitted to an enormous "water-strain," and normally it suffers very heavy flower and boll-shedding. The presence of even moderate quantities of noxious salts is sufficient to aggravate this, with the result that shedding becomes almost complete. Owing to subsequent scarcity of flowers and buds a boll-worm attack in no way abnormal is sufficient to destroy the crop entirely, and the whole mischief is, as a rule, attributed to the pest. This problem of saline lands is particularly pressing on the canals taking off from the Euphrates. The Diyala canals have a modicum of natural drainage, but the comparatively higher level of the Euphrates admits of practically none. The necessity for a comprehensive drainage programme is being constantly urged by this Department.

Routine analyses of river waters were started and continued through the period under report.

ENTOMOLOGY.

The collection and identification of economic insects and the investigation of methods of control of the most important was continued. The work was continuous throughout the season under report.

The life history of *Earias Insulana* was studied in great detail. It is found this insect does not normally either aestivate or hibernate, but that it suffers very heavy mortality both during the intense heat of summer and the cold of winter. During the period when no cotton is available it attacks *hollyhocks*, *hibiscus cannabinus*, and *hibiscus esculanta*, and it is not until May that occasional caterpillars are found on the growing points of cotton.

When the cotton begins to flower the pest is found almost exclusively on this plant, and continues to feed on it until the stalks are cut down in the autumn. The parasite *Habrobracon Kitchenerii*, though found on a fair number of worms, is not an important factor in control.

Eurigaster Integriceps, the insect responsible for the "Sunn" pest of wheat, was investigated. This pest is causing increasingly large losses to the winter cereals of northern Iraq. The adults come down from the hills in early spring and lay their eggs on the wheat crop. The nymphs suck the milk of the formed grains, causing them to shrivel. At wheat harvest the pests are adult and fly off to their aestivation places. The most hopeful method to combat a pest of this nature would be to find its aestivation or hibernation place, and attempt to destroy it there. Unfortunately the most careful search has failed to reveal this, and it is believed that the insect migrates to the higher hills to the north, where, for many reasons, it has been impossible to search. Methods of control have, therefore, to be confined, for the present, to the wheat fields. This pest is often found as far south as Baghdad, but fortunately the harvest in these regions is too early, and the nymphs are not full fed at harvest time and die. Its spread to these regions is, therefore, not to be feared.

The most serious insect pest of the country is, without doubt, the locust, *Doclostorus Maroccanus*. This pest annually causes an enormous amount of damage throughout the whole of northern Iraq. Not only are the winter cereals destroyed, but the new seedling summer crops suffer heavily, and every attempt to grow cotton in these areas has so far been rendered unsuccessful by these pests.

During the autumn of 1924 an anti-locust campaign was inaugurated with Mosul as Headquarters. A British officer with five Iraqi assistants was sent up, and arrangements have been made for egg-buying, ploughing up egg-infested areas, and for the subsequent fight against the pests when they appear.

The question of preventing the importation of various plant diseases has for a long time had the consideration of this Department. *An Importation of Plants Act* has been drawn up, and will become law early in 1925.

In the meantime a laboratory and office has been opened in temporary premises at Basra and permanent accommodation is being built near the Post Offices at Ma 'qil. It will be possible, in the future, to prevent all importations of plants which are not covered by a disease-free certificate issued from this office. In the meantime, so far as was possible without legal powers, all importations have been examined, and, where pests have been found, the material has been thoroughly fumigated. The utility of such a station is sufficiently demonstrated by the fact that already several important pests, not previously noted in

'Iraq, have been found on imported material and destroyed. In addition to his duties in this connection, the Entomologist has conducted investigations into the disease causing shedding of dates, known as *Hashaf*, and the mite infestation known as *Ghubbar*. Spraying demonstrations were given both from the Baghdad and Basra centres.

An outbreak of peach aphid in the vicinity of Baghdad, which had become so bad that complete destruction of the peach crop was threatened, was very efficiently controlled by the Entomological Staff.

FLAX.

The experiments with this crop were continued and the importation of small plant for "breaking" and "scutching" enabled this Department to prepare samples for valuation on the home market. The result of the past two seasons' work is that this Department is now in a position to give valuable advice as to cultural treatment of the crop, and as to suitable varieties. Further, investigations have been made as to the types of machines most suited for work in 'Iraq. It has been definitely proved that a quality of flax can be grown and prepared in this country which will command a good price on the home market, and that the probable returns from flax culture are better than those from the ordinary winter cereals.

The present position is, however, that cultivators are not able to grow the crop as there is at present no mill operating to buy it, and that commercial houses are not willing to set up mills until they are certain that flax will be forthcoming. In a country so poorly developed agriculturally as 'Iraq, it is certain that any commercial body beginning to operate in flax will have to spend a great deal of money in stimulating flax cultivation, and this quite apart from the capital which it will necessarily have to sink in machinery and plant.

It would appear probable that in order to induce any person or firm to do this some sort of limited concession will have to be given, and the Government has at present this point under consideration.

SERICULTURE.

Experimental work with silk continued at the Ba'quba Station throughout the period under report. Silk has been grown in this district continuously for a very long time, but in a very primitive manner.

The stock is diseased, *Flacherie*, *Pebrine*, *Muskardine*, and *Grasserie*, all being common. Further the cocoons are never stifled but are allowed to hatch, after which the cocoons are "spun" instead of being reeled.

The Department has imported eggs from European stock, disease free, and previously tested and found suitable for this country. Instructions as to methods of rearing have been given, and cocoons were reeled for the owners in the experimental filature at a flat rate of Rs.3 per kilo of silk. The thread in demand locally is strong and thick, and this quality has been reeled for local growers and commands with local weavers a premium of 25 per cent. over the spun thread.

The Imperial Institute, with the silk Committee of which the Department has maintained the closest possible touch, advises that, before a commercial filature would begin to operate in this country, they would need to be satisfied that an annual production of at least 100,000 lb. of dry cocoons was available. The present production is about 6,000 lb. and the problem is to increase this production in the absence of a filature. The Department is considering the possibility of extending its operations on behalf of growers so as to include both reeling and marketing, and, on the suggestion of the Imperial Institute, is investigating the possibility of starting an export trade of dry cocoons. As part of the silk development programme, the Department has continued to raise and supply to cultivators at cost price mulberry seedlings. Owing to the fact that imported worms were becoming infested with the various diseases prevalent, regulations were drawn up prohibiting the further propagation of the indigenous stock. As silk work is very scattered, and is done as a part-time occupation in closed gardens, this regulation has proved very difficult to enforce, and large quantities of cocoons continue to be raised for home use from local eggs. The mulberry orchards planted at the experimental farm at Rustam are now old enough to be used, and accommodation for silk work is being built. This section will therefore shortly be moved to Rustam.

AGRICULTURAL EDUCATION.

The Agricultural Research Institute was handed over to the Department in August, 1923. This building provides lecture room and laboratory accommodation for three classes of about 20 pupils each, and also laboratory accommodation for the Research Staff.

The Research laboratories were immediately taken into use, and the old temporary laboratories at Karradi were closed down. The consequent influx of personnel on to the farm caused a great shortage of living quarters, and part of the Institute had to be used for this purpose.

This, and the fact that quarters for students have yet to be built, has prevented the use of the building for educational purposes. It is hoped, however, to complete the programme gradually, as funds become available. During the period under

report housing accommodation for staff has been built, and it will be possible to vacate that portion of the Institute previously used for this purpose. In the meantime the possession of suitable laboratories is greatly valued by the scientific staff.

In this country, where one of the greatest impediments to agricultural progress is the absence of all but traditional knowledge, the need for agricultural education is very urgent. The agricultural system of the country leaves everything in the hands of the "fallah," and the number of landowners who really know anything about agriculture is very small. Even for the local staff of the Department it is necessary to seek men who have had education in other countries. The gradual production of a landowner class who have some knowledge of the ordinary processes of agriculture is an absolute necessity if the country is to develop agriculturally. The present state of affairs is that the man who has the necessary agricultural experience has no capital to develop his agriculture, whilst the man who has the capital is, as a rule, more interested in commercial affairs than in agricultural matters.

AGRICULTURAL MACHINERY.

Continued interest was shown by agriculturists in tractor ploughing, but the tendency is to have ploughing done on contract rather than to purchase machines.

This is the wisest course for the agriculturist under present conditions of land tenure and revenue, and, in spite of the fact that agricultural labour is scarce, it would be unwise to expect rapid developments in the use of machines. It is possible that threshers may come into more general use. The summer cultivation is, in some districts, directly limited by the fact that labour is chiefly employed in the long and tedious business of threshing.

Mechanical threshers, besides liberating this labour for other purposes, would improve the quality of the threshed grain available for export. The programme of the Department provides for the importation of threshers for district work in order to test this point. Generally speaking, however, the position with regard to agricultural machinery is that there will be no great demand unless, and until, land companies begin operations in the country. Such companies will be able to make "fixed assessment" arrangements with regard to land revenue and will be in a position to get the full benefit from their use of machines.

AGRICULTURAL CONCESSIONS.

During the period under report an important convention was concluded between the Government of Iraq on the one part, and Dr. Najib Beg al Asfar, Hamdi Beg al Pachachi, and Thabit Beg Abdul Nur, on the other part.

By this convention the concessionaires are given facilities to study and prepare the following projects :—

- (a) The Habbaniya Reservoir, the Falluja Barrage, and the irrigation systems from the Euphrates river dependent on these works.
- (b) The Diyala river, and the irrigation systems dependent on it.
- (c) The dam at Tuwaila on the Diyala river.

The programme of the concessionaires is to form a company which will prepare detailed schemes and estimates for the above projects, and, at the same time, conduct agricultural demonstrations on a large scale to furnish the financial data required as to the probable agricultural returns. Should this parent company meet with success, then one or other, or all of the above major schemes will be undertaken, and the company, or companies, so formed will hold the concession on the projects for a period of sixty years from the date of commencement of the major work or works.

At the close of this period the whole will revert to, and become the property of, the Government of 'Iraq.

Towards the end of 1924 the large scale agricultural experiments were already under way on the Mahrut canal, and it is understood that the concessionaires have already the necessary capital to enable them to start the first part of their programme.

Although the concession embraces all agricultural activities, it is chiefly on the possibilities of cotton that the hopes of the concessionaires are based, and it is this crop that will be grown on a large scale in the 1925 season.

AGRICULTURAL EXPORTS.

During the period under report the exports from Basra of agricultural products were as follows :—

	<i>Barley.</i>	<i>Wheat.</i>	<i>Wool.</i>	<i>Dates.</i>
	<i>tons.</i>	<i>tons.</i>	<i>tons.</i>	<i>tons.</i>
1923	125,240	102,095	4,062	116,235
1924	57,333	25,204	18,395	161,565

STAFF.

During the period under report the Department suffered further reductions in British staff. Mr. C. L. White left the Department in February, 1923; Mr. G. S. Cameron left in July, 1924; Mr Dowson, who returned to the Department in 1922, after enjoying study leave in England, resigned his employment in September, 1923. He was replaced by Mr. F. K. Jackson, who arrived in this country in January, 1924.

In December, 1924, Mr. D. D. Paterson arrived in this country for duty with the Department. In July, 1924, Mr. R. Thomas, the Director of Agriculture, proceeded to England on deputation

in connection with the Asfar Concession negotiations. He remained on deputation until the close of the period under report.

Mr Garbutt remained in charge of the Basra Circle throughout the whole period, and Mr. H. G. D. Rooke continued to act as Assistant Director.

Mr. Kinch remained in charge of the Hilla Circle until October, 1924, when he was transferred to Mosul to take charge of the anti-locust work in that area.

In September, 1924, an 'Iraqi Director, Anwar Beg Khaiyat was appointed, and the title of the then officiating Director was changed to that of Inspector-General. From 1st July, 1924, Mr. F. K. Jackson acted as Senior Research Officer in addition to his duties as Plant Breeder.

7. The Civil Veterinary Department.

The present technical staff of the Department consists of one Director, one Assistant Director (both British) and nine Veterinary Officers (eight Indians and one 'Iraqi), all of whom are fully qualified Veterinary Surgeons. There are also six unqualified 'Iraqi Veterinary Assistants, selected men who had undergone two years' training in Veterinary work under personal supervision.

During the period under report the Department has been reorganised and extended to meet the ever increasing demands for Veterinary assistance. It is now represented in thirteen centres. Civil Veterinary hospitals or dispensaries exist in Baghdad, Mosul, Kirkuk, Khanaqin, Ba'quba, Kut, 'Amara, Basra, Nasiriya, Diwaniya, Hilla, Karbala and Ramadi. An officer is also stationed in 'Arbil and the country as far as Ruwandiz comes under his jurisdiction.

The following diseases affecting Live Stock are indigenous and widespread in 'Iraq: rinderpest, epizootic lymphangitis, glanders, rabies, contagious pleuro-pneumonia of sheep and goats, strongylosis of the lungs, stomachs and intestines of sheep, piroplasmosis of sheep, biliary fever, anthrax, surra, black quarter, hæmorrhagic septicæmia, dourine, sheep pox, foot and mouth disease, parasitic mange and tuberculosis.

With a small staff and small budget allotment, eradication of these diseases is a difficult task. Control to a great extent is possible, and the Department's endeavours, in this direction, have met with success.

In 'Iraq, with an extensive frontier, open to fresh invasion of diseases from Persia, Kurdistan and Turkey, the whole country in the summer months being "tick-infested," affording facilities for the dissemination of the tick-borne diseases, such as piroplasmosis, etc., with large areas of grazing-land infested with nematode parasites, it is easy to comprehend the difficult task with which the Veterinary Department is confronted.

Of all the diseases, the presence of rinderpest constitutes the most serious menace to the future welfare of the country. In the early spring, 1923, a fresh infection of this cattle plague was introduced from Turkish territory by the migratory Kurdish tribes or kocher who, on crossing the Haizil river and entering Zakho, dispersed themselves and infected the Qadhas of Zakho and Dohuk, whence the diseases spread over a large portion of the Mosul Liwa. This is an annual event and involves a great expenditure of labour and serum to prevent the spread of fresh infection over the whole country. During the period under review, in the Mosul Liwa alone, 77 definite outbreaks of rinderpest occurred, during the course of which 2,260 head of cattle died from the disease. Every outbreak was attended to and 14,421 contact cattle were inoculated with anti-rinderpest serum, with excellent results. It was only natural that the neighbouring Liwas of 'Arbil, Kirkuk and Diyala should become infected to a certain extent. Fifty-six outbreaks were attended to in these areas, 2,089 head of cattle died and 10,538 were protected by inoculation. The total number of outbreaks all over the country was 178. Six thousand three hundred and thirty-six died of the disease before inoculative measures could be carried out, and 37,792 head of cattle were immunised with anti-rinderpest serum. Thanks to the efficacy of the serum used, a product of the Indian Government's Imperial Laboratory at Muktesar, only 217 cattle died of the disease after inoculation.

At the time of writing, the " Diseases of Animals Law, 1924 " has recently been passed by the Council of State, and the judicious enforcement of the regulations it contains will greatly assist officers in their work.

Glanders affecting all equines was wide-spread. Cases occurred in all the Liwas. This disease was particularly rampant in Basra city. A systematic inspection and testing with mallein of all publicly-owned horses was instituted and after eighteen months' work the disease has been practically stamped out in that area. With such a deadly disease prevalent, a regular inspection of all Government animals has been made. All newly purchased horses for the Army and Police were malleined before being taken on the strength and periodic re-testing with mallein of all Government animals has been carried out. Altogether 289 horses and mules suffering from glanders were either destroyed or died from the disease. Next to Basra, Baghdad was most affected, followed by Mosul.

Epizootic lymphangitis is endemic and cases have occurred all over the country. The Police animals in 'Arbil were so seriously affected that a Veterinary Officer was posted there to check the ravages of this insidious disease. One hundred and twenty-eight horses and mules had to be destroyed.

The horses of the Levy Force, stationed on the frontier, have been badly affected with both glanders and epizootic lymphangitis, and the customary restrictions on their movements were and are being carried out. At the end of 1923 a serious outbreak of surra took place in the Kut Liwa, down the Hai, in the neighbourhood of Muhairiqa Nahiyah. Forty-seven horses died, mostly mares. The infection arose from the well known surra belt on the Euphrates above Nasiriya. The camels of the Desert Police Force in the Ramadi area were also affected with this incurable disease.

Rabies is a constant menace. Sixty cases have been recorded and confirmed microscopically. They included two police horses at Nasiriya and seven buffaloes in the Diyala Liwa. Destruction of stray dogs has been and is being carried out by the Police at most centres.

Anthrax exists in a sporadic form. A few cases have occurred in Hilla, 'Amara and in Baghdad. Vaccinations against the disease were carried out in 'Amara and Baghdad.

With the exception of strongylosis and piroplasmosis of sheep and goats, the other prevailing diseases call for no special comment, except that all outbreaks have been treated in accordance with modern veterinary methods. The presence of these two diseases, producing debility and emaciation, at the onset of the cold season, accompanied by a general lack of grazing, accounted for a heavy mortality. It is estimated that fully 50 per cent. of sheep and goats in the Kut, Diyala and the northern areas have succumbed during the past winter.

The total number of reported deaths from contagious diseases of animals during the period under report is approximately 29,000. Through shortage of staff there has been little time for research work in the past, but since the appointment in May, 1924, of another British officer, systematic investigation into the nature and causes of outbreaks has been undertaken.

Since April, 1923, the Director and his Officers have passed fit for service in the Army 1,524 Arab ponies. All these have been castrated with marked success prior to being put into training. Only one pony was lost as the result of accidental infection of the operation wound. The experiment in the country has fully justified itself.

At all veterinary hospitals and dispensaries the animals of the civil population have been treated and medicines supplied at a small fixed rate.

The total number of cases treated, both indoor and outdoor patients, during the period under review is 68,300, and 10,099 have been treated whilst on tour.

In view of the fact that there were only two qualified 'Iraqi Veterinary Surgeons in the country, the Government, in 1921, agreed to the proposal to send 'Iraqi youths abroad for training.

There are at present five stipendiaries attending the Bengal Veterinary College in Calcutta. It is proposed to send four boys abroad every year until the requirements of the country and Army are supplied.

As in the past, the Director, Civil Veterinary Department, has acted as Veterinary Adviser to the 'Iraq Army and been responsible for its organisation and service. All medicines and equipment have been supplied from the Civil Veterinary Stores, Baghdad.

All police horses were regularly inspected, medicines and veterinary equipment supplied.

All police remounts were passed, and private horses of sowars examined and valued, and certificates issued as to fitness before enlistment.

Meat inspection has been carried out by veterinary officers, at the request of the health authorities, in Mosul, Ba'quba, Kut, 'Amara, Nasiriya and Khanaqin.

About 2,000 cruelty cases were arrested by the police and treated in the veterinary hospitals and dispensaries.

With better methods of reporting outbreaks of disease, and with increased popularity of the department's work with the public, the main difficulty has been to meet the ever-increasing demands for veterinary assistance with the small resources at the department's disposal.

III. MINISTRY OF FINANCE.

NOTE:—Whenever a financial year is referred to it implies the financial year beginning 1st April, *e.g.*, financial year 1923 means financial year 1st April, 1923 to 31st March, 1924.

1. General.

The Finance Minister in the Sa'dun Cabinet, H. E. Sasun Effendi Haskail (now Sir Sasun Haskail, K.B.E.), was absent on leave from the middle of April to the beginning of October, 1923, and the Adviser acted for him during that period. A change of Ministry occurred some two months later, when Haji Muhsin Chalabi Shalash (a well-known Shi'ah merchant and banker of Najaf), was appointed Finance Minister, and held the appointment until August, 1924, when Sir Sasun Haskail again became Finance Minister in the Cabinet formed by Yasin Pasha.

During the first part of 1923, the financial administration was disturbed by demands for increased expenditure on the Army and Police, owing partly to the effect of the "Protocol" policy announced in April, 1923, and partly to projects for the re-occupation of the Sulaimaniya area. These demands led to the hasty voting of additional credits of nearly 20 lakhs on defence, to the consequent enhancement of customs duties in September, 1923 (of which details will be given later) and to a further project of taxation in the shape of a temporary law to impose cesses on land and other property upon whose protection from the disastrous floods of March and April the Government had spent

large sums—a measure which was vigorously and successfully opposed and contributed to the downfall of the Sa'dun Cabinet. The additional credits for defence were, in fact, never utilised, and expenditure on the Army during the year was actually below the figure recommended by the Committee convened by the High Commissioner in January, 1923.

Other salient features of general financial interest during the period under review are the transfer of the House Tax from municipalities to the State (under the title of the Property Tax, about which more will be said in a subsequent portion of this note), the revision of the Transit Trade Regulations, the negotiations for a transit trade agreement with Syria, the protracted negotiations with the representative of the Turkish Petroleum Company in connection with an oil concession in 'Iraq, and the examination of the large irrigation and agricultural project popularly known as the Asfar Concession, which resulted in the signing of a provisional convention in July, 1924.

Among matters of general interest the reforms effected in the administration of the Pensions Department and of the Accounts Department deserve fuller notice.

PENSIONS DEPARTMENT.

Several changes were made in the former, the most important of which illustrated the transition from the period of British occupation to the era of self-government. During the former period the provisional administration had found it necessary, owing to war conditions, to pay pensions and other allowances to classes not ordinarily eligible, in addition to the pensions admissible under the law of the country, so far as that law could at that time be ascertained. In July, 1922, however, the Turkish Civil and Military Pensions Law was re-introduced by a resolution of the Council of Ministers, and from that date the intention was to supersede and abolish all extra-legal allowances. Thus, not only were the allowances paid under the British administration cancelled (in so far as they were not admissible under the ordinary law), but the special temporary arrangements for "ma'zuliya" (a kind of unemployment allowance) made by the provisional national Government in February, 1921, to meet the case of the numerous ex-Turkish officials (particularly Army officers), who had returned to the country and found themselves unemployed, were gradually withdrawn, every case being in future intended for treatment under the Turkish laws relating to pensions and "ma'zuliya," or to special allowances for the needy.

The resolution of July, 1922, was, in fact, not put into execution until late in 1923. At the same time other desirable reforms were introduced, e.g., the adoption of the date of application as the date under which the allowances admissible under the new regulations should take effect, retrospective force being admitted

in no instance, and a further administrative improvement then introduced was the transfer of the disbursement of pensions from the Pensions Office to the Baghdad Treasury.

According to the Ottoman Pensions Law (Civil), the retiring age was 65, or after 45 years' service.

In December, 1923, an amendment law was passed giving discretion to Ministers to retire on pension any official who had reached the age of 55 years, or had completed 30 years' service. The object of this amendment was to pension off officials whose further employment was not considered desirable and whose retention on "ma'zuliya" pay involved an eventual grant of higher pensions without any additional active service being rendered by them.

Other points of interest in the administration of the Pensions Department are the fixing of the date of the accession of King Faisal (August, 1921) as the date up to which service under the Turkish Government is held to count for pension from 'Iraq revenues, the decision that military service in the late war should count double for pension and the decision that service in the Hejaz and Syria is to count as war service. The cost of pensions, "ma'zuliya," and similar allowances at present is about 7 per cent. of the total salaries of establishment.

CADRE COMMISSION.

In the preceding paragraph reference was made to the work of the Cadre Commission. Though this body has not yet completed its labours, or in fact put forward any proposals on which action can at present be taken, its work merits some notice in this memorandum. It was formed by a resolution of the Council in April, 1923, with the Finance Minister as President, to examine and report on the conditions of entrance into the public service, of promotion therein, and of suspension or removal therefrom, and to devise grades and rates of pay suitable for the various classes of the service; in fact, to draw up a body of "Civil Service Regulations." The work of the Commission was distributed among three sub-committees, of which the second and third have prepared reports on the subject of entrance and disciplinary regulations, but the sub-committee to which was assigned the task of settling the grading of appointments and rates of pay has not yet found it possible to submit a report. Not only is the subject in itself one of great difficulty, but the indefinite state of the administrative system in 'Iraq and unsettled economic conditions make it doubtful whether any recommendations based on present data would be of more than ephemeral value; and even for the preparation of a purely provisional report on a question of such magnitude the existing staff of the Finance Ministry (on which, in fact, the task has devolved), has neither the time nor the means at its disposal. The importance of the work is, however, undeniable, and as soon as it is possible to place an officer on special duty for the purpose the enquiry should be pursued.

ACCOUNTS AND AUDIT.

The accounting system is still incomplete and the practice of publishing public accounts has not yet been introduced. In fact, a theory of accountability has not yet been satisfactorily established, and the various departments of Government acknowledge in different degrees their financial responsibility towards the Ministry of Finance and the right of the Accountant-General, on behalf of that Ministry, to exercise control over their accounts. Consequently, no proper system of audit has yet been established. During the two years, 1923 and 1924, however, important steps were taken to remedy this unsatisfactory state of affairs. In the first place, a set of Accounting Regulations was drawn up by the Accountant-General and approved by the Finance Ministry, with a preamble affirming the right of this Ministry, on behalf of the Government, to issue regulations governing all financial transactions of the various Ministries and Departments. This preamble was approved by the Council of Ministers after considerable time and discussion, and the financial control of public administration is now by law vested in the Finance Ministry. The Accountant-General is the Ministry's agent for the control of all public accounts, but in practice he still exercises much closer control over the accounts of the Divisional (general and revenue) establishments than over the so-called "centralised" departments which prepare their own classified accounts to headquarters.

A further change of great importance, which was agreed to in principle during 1923 and came into operation in the present year, was the establishment of a regular department of audit, under an Auditor-General independent of the Finance Ministry, and responsible only to the legislative body (at present the Council of Ministers, and, in due course, Parliament).

For the present, it is not intended to introduce more than a percentage audit against sanctions and appropriations. With the machinery now instituted, however, it should be possible to present a statement of public accounts with the Auditor-General's report to the legislative body at the end of this financial year.

For the sake of economy, the Auditor-General performs also the functions of Inspector-General of Accounts, in which capacity he works as a member of the Accountant-General's Department under the general control of the Finance Ministry. The inspection staff is still inadequate and has confined its activities almost entirely to the inspection of Divisional accounts, leaving untouched the accounts of the centralized departments. Their work has, however, been of considerable utility in bringing to light defects in financial arrangements in the Liwas.

A further change of some importance in the work of the Accountant-General's Department was its assumption of responsibility for procuring, keeping and issuing stamps—a duty transferred from the Controller of the Government Press in April, 1923.

2. The Budget and its Administration.

The following statements show the estimates of the financial year 1923, with the preliminary actuals for that year :—

EXPENDITURE.

	<i>Original Estimates.</i> Rs.	<i>Preliminary Actuals.</i> Rs.
I. Public Debt	66,96,594	16,20,084
II. Civil List	9,89,923	9,75,662
III. Constituent Assembly	4,00,000	—
IV. Council of Ministers ..	1,08,280	1,36,689
V. Ministry of Finance ..	44,11,822	35,49,109
V(a). Customs and Excise ..	24,54,878	19,18,245
VI. Ministry of Interior ..	43,87,054	40,48,654
VI(a). 'Iraq Police	66,41,823	65,90,616
VI(b). Health Service	18,49,755	17,88,113
VI(c). Veterinary and Re- mounts	2,10,000	2,17,553
VI(d). Agriculture	6,35,118	5,41,361
VII. Ministry of Defence ..	66,52,326	64,81,424
VIII. Ministry of Justice ..	14,66,822	13,79,424
VIII(a). Tapu Department ..	4,47,736	4,38,418
IX. Ministry of Education	17,48,776	17,78,310
X. Ministry of Commns. and Works	64,78,808	70,12,697
X(a). Posts and Telegraphs	30,11,059	28,14,386
Total	Rs.485,90,774	Rs.412,90,745

REVENUE.

	Rs.	Rs.
I. Taxes on Natural Pro- duce	153,56,570	144,68,219
Property Tax	—	6,27,799
II. Stamps, Fees and Re- gistration	38,50,000	37,62,636
III. Customs and Excise (Customs)	220,33,200	241,90,368
IV. & V. Commercial Depart- ments	40,53,474	40,92,191
VI. Proceeds of Govern- ment Properties	3,57,000	6,69,506
VII. Interest, Commission, etc.	67,000	1,20,334
VIII. Miscellaneous Receipts	31,17,000	23,80,592
Total	Rs.488,34,244	Rs.503,11,645

The above figures are not final. The anticipated net saving of 73 lakhs in the expenditure is due to the fact that there were no payments on account of Public Debt (other than Pensions), no settlement having been arrived at regarding the amounts due. It will be seen that savings occurred also in expenditure on Police and Defence.

Amongst other items which contributed to the saving were a sum of 4 lakhs provided for the Constituent Assembly, which did not meet during the year, and combined savings of between 12 and 13 lakhs under the heads, "Ministry of Finance" and "Customs and Excise." In the latter instances provision was made for the contingency of certain claims having to be met, whereas such claims did not in the event arise during the year.

The statement of receipts shows an actual excess of approximately 15 lakhs over the estimates.

Taxes on natural produce were down by nearly 10 lakhs (land revenue being 12 lakhs worse than the estimates and Kodah two lakhs better), while the revenues from Customs and Excise was nearly 22 lakhs up, the principal increases being in import duties and tobacco excise.

The increase in import duties is a remarkable phenomenon and tends to contradict the view popularly taken that the purchasing power of the country is diminishing. The subject is, of course, complicated by the fact that an unidentifiable part of the imports is for Persian consumption; but it is not clear that Persia's buying power is on the increase (and if it is, an increasing proportion is satisfied through channels other than Iraq), while the figures of import duties during the last three financial years show an undoubted increase in volume, when the general fall in prices during that period is taken into account :—

1921.	1922.	1923.
Rs.194,29,771	Rs.165,30,317	Rs.199,67,248

The Revenue and Expenditure for 1924 is estimated as follows :

	Rs.
Revenue	509 lakhs
Expenditure	575 lakhs

indicating that a deficit of 66 lakhs may be expected on the

year's accounts. The actual Revenue and Expenditure, however, up to 31st December, 1924, was :—

						Rs.
Revenue	..	..	..	..	..	391 lakhs
Expenditure	..	..	..	..	..	323 lakhs

from which it would appear not unlikely that a small surplus on the year's transactions may be realized.

3. Settlement of Financial Relations with His Britannic Majesty's Government.

During the financial years 1923 and 1924, progress was made with the settlement of accounts between the British and 'Iraq Governments (including the accounts received from India relating to the period from 1914 to 1922), with a view to giving effect to the general settlement devised at the Cairo Conference in 1921. A comparatively small difference still remains to be adjusted.

Owing to the delay in settling the precise amount due on account of the Ottoman Public Debt and under Article V of the Financial Agreement, together with underspending in various directions (especially on the Army and the Irrigation Department), the anticipated deficit proved to be actually a surplus.

Financial difficulties seem likely to begin in earnest in 1925, when 'Iraq may expect to find herself burdened, in addition to an excess of ordinary expenditure over revenue (which, with the contemplated expansion of the Army, seems inevitable) with the following charges :—

						Lakhs.
Service of Ottoman Public Debt (say)	..	..	..	..	..	85.00
Payments to His Britannic Majesty's Government under Article V of the Financial Agreement	..	..	..	..	..	7.60
						<hr/> 92.60

OTTOMAN PUBLIC DEBT.

The liability in respect of the share of the principal allocated to 'Iraq from the Ottoman Public Debt has not been finally settled. The annuity payable was determined in Turkish pounds by the Debt Council in respect of the Wilayats of Basra, Baghdad and Mosul, as follows :—

						Rs.
Annuity on account of funded debts	..	..	..	..	..	360,086
Annuity on account of advances	..	..	..	..	..	11,452
Annuity on account of Treasury Bonds	..	..	..	..	..	170,870
Service of the loans	..	..	..	..	..	225

Rs.542,633

The liability runs from 1st March, 1920, the arrears in respect of the intervening period being payable in twenty annual instalments. The above amounts are calculated on a gold basis, but the actual assessment will apparently (under Article 49 of the Treaty of Lausanne) be made in accordance with the terms governing each loan. Provision in the 'Iraq Budgets of 1923 and 1924 has been made at 30 lakhs, it having been assumed in each year that the settlement of the amount due would not be completed until the latter part of the year and that a part, at any rate, of the bonds would be payable in paper (probably francs). In any case the estimate of 30 lakhs is merely conjectural.

The annuity in respect of principal debts amounting to £T.360,086 a year, represents a principal of about 7½ millions Turkish pounds.

The annuity in respect of the Treasury bonds amounting to £T.170,870 for the first year represents refund of capital and is limited to a period of three years.

The annuity in respect of the Advances is limited to a period of five years only.

Besides the above amounts, a yearly contribution of £T.80,068 will have to be made for a period of twenty years on account of arrear annuities accruing from 1st March, 1920, to 6th August, 1924.

The total amount of annuity for the year 1924-25 is hence £T.622,701, but as the currency which will serve as a basis for the payments of these annuities has not been definitely decided the figures are only nominal.

Further, under Article 48, the 'Iraq Government is required to assign to the Council of the Debt, not later than the middle of February, 1925, adequate security for the payment of its share.

It will be observed that the Treaty apparently compels the contributory States to take steps to make payments on account at a stage when only the nominal share of the liability has been determined, though that share may become substantially reduced when account is taken of the terms of the various constituent loans.

The 'Iraq Government has more than once protested against being called upon to bear any part of the burden of a debt which was incurred without benefit to this State, and has represented that the heavy obligations which the establishment of a National Government has thrown upon 'Iraq render altogether unsuitable the prescribed method of distributing the liability under Article 51 (viz., by adopting the proportion which 'Iraq revenues in 1910 and 1911 bore to the total revenues of the Ottoman Empire in those years). The strong claims of the bond-holders have,

however, prevailed against these pleas. The only hope now of reducing the burden to one which 'Iraq can reasonably be expected to bear lies in the reference to arbitration.

PORT OF BASRA.

As was explained in the previous report the 'Iraq Government have taken over from His Britannic Majesty's Government the control pending transfer to a Port Trust of the Port of Basra. The terms of transfer to the Port Trust will be settled in accordance with the terms of Article X of the Financial Agreement.*

The estimated receipts and expenditure for the year 1923 were as follows :—

						Rs.
Receipts..	..	..	..	..	..	25,03,448
Expenditure	..	..	..	..	..	18,97,396
Estimated Surplus						6,06,052

The actual receipts and expenditure resulted as follows :—

						Rs.
Receipts..	..	..	..	..	..	33,58,343
Expenditure	..	..	..	..	..	25,63,954
Surplus						7,94,389

For the year 1924 the estimated receipts and expenditure are:—

						Rs.
Receipts..	..	..	..	..	..	28,89,550
Expenditure	..	..	..	..	..	22,90,477
Estimated Surplus						5,99,073

A matter of great interest and importance in connection with the Port is the project for the dredging of the Bar at Fao. An agreement has been drafted, and is now on the point of being settled,† under which the Anglo-Persian Oil Company Limited, advance the money up to a maximum of slightly under half a million sterling, and the 'Iraq Government, through its Port Authority, undertakes to carry out the work, and to levy a dredging due on shipping crossing the Bar up to a maximum of 8 annas a ton to provide for repayment of the advances and the cost of maintaining the work. One dredger has arrived at Fao, and work has begun.

RAILWAYS.

The question of the Railways is more complicated than that of the Port, both as regards capital cost and as regards the financing of the annual expenditure. In 1923 it was agreed between the two Governments that the 'Iraq Government would provisionally take over the administration of the Railways with effect from 1st April of that year on certain conditions.

* The sum of Rs.72,19,000 shown in the Financial Agreement as the value of the Port has since been modified to Rs.72,11,600.

† An agreement has subsequently been executed.

The first six months of provisional administration having expired, the period was extended and is now kept alive by Article VIII of the Financial Agreement, which provides for a temporary administration pending settlement of the terms of a permanent transfer of ownership, and also for referring such terms to arbitration if necessary.

Under these conditions, the administration of the Railways has continued to the present day, and the practical difficulties arising from the present arrangements are daily becoming more apparent.

The revenue earning capacity of 'Iraq will be examined in the succeeding section but it may here be asserted that the burdens both internal and external which, unless some relief is obtained, will fall on the 'Iraq Treasury in the next few years will severely strain the revenue resources of the State. The question as to the steps which can be taken to maintain solvency in the event of failure to obtain relief from external obligations is now under consideration.

It seems that a drastic revision of public expenditure, possibly involving in certain respects a lowering of the standard of administration, will be necessary.

4. Revenue.

The annual revenues of 'Iraq are derived from sources which may be broadly classified as follows, viz :—

- (i) Taxes on natural (mainly agricultural and pastoral) produce.
- (ii) Taxes on house property.
- (iii) Taxes on consumption
- (iv) Taxes on business transactions.
- (v) Revenues from State property and fees for Government services.
- (vi) Miscellaneous

These have been set out, partly to illustrate the system, and partly to compare it with the Turkish system.

The latter, according to the account given in the *Bulletin Annuel de Statistique*, comprised the following heads of revenue derived from the Wilayats of Mosul, Baghdad and Basra :—

I. Direct Taxes.

- (i) Taxes on land and house property.
- (ii) " Temettu " or tax on professional and trade incomes.
- (iii) Military service exempting payments.
- (iv) Road tax.
- (v) Taxes on animals.
- (vi) Agricultural tithes.
- (vii) Tobacco and silk tithes.
- (viii) Taxes on private forests.
- (ix) Taxes on minerals and quarries
- (x) Taxes on receipts against payment of taxes.

II. Stamp Taxes, etc.

- (i) Stamp Duties.
- (ii) Court and notarial fees
- (iii) Fees on Registration of land titles.

III. Indirect Taxes.

- (i) Liquor excise.
- (ii) Tobacco Vend licences.
- (iii) Customs.
- (iv) Port and navigation and lighthouse dues.
- (v) Fees for Veterinary services.
- (vi) Shooting and fishing licences.

IV. Monopolies.

- (i) Salt.
- (ii) Tobacco excise.
- (iii) Gunpowder.
- (iv) Mint receipts.
- (v) Posts and Telegraphs and Telephones.

V. State Enterprises.

- (i) Tigris and Euphrates Steamship Service.
- (ii) Mines worked by Government.

VI. State Domains.

- (i) Sales and leases of State immovable and movable property.
- (ii) Produce of State forests.

VII. Tributes.

Nil.

VIII. Miscellaneous.

- (i) Interest and commission on resource operations.
- (ii) Receipts of Agricultural Bank.
- (iii) Fines.
- (iv) Miscellaneous.
- (v) School fees.

IX. Recoveries.

- (i) Recoveries of advances by Treasury.

X. Pensions.

- (i) Pension deductions

In the following table an attempt is made to assign to each of the main revenue heads in the 'Iraq estimates its equivalent group in the Turkish estimates relating to the same area ; and the same table will compare the proceeds of each 'Iraq head in 1924 with its equivalent Turkish group in 1911.

CHAPTERS (WITH VOTES) IN IRAQ BUDGET, 1924. EQUIVALENT SECTIONS
(WITH ARTICLES)
IN TURKISH BUDGET,
1911.

	Yield (estimated) Lakhs.		Yield (in lakhs of rupees at 7·5 piastres to the rupee).
<i>I. Taxes on land and other natural produce and Revenue of Government Property.</i>		<i>I. Direct Taxes.</i>	
1. Agricultural produce ..	109·50	(i) Taxes on land ..	2·75
2. Other natural produce ..	3·20	(v) Taxes on animals ..	23·93
3. Animals	30·50	(vi) Agricultural tithes ..	70·29
4. Minerals	1·20	(vii) Tobacco tithes ..	·21
5. Rents and Tolls ..	5·65	(viii) Taxes on private forests.	·21
		(ix) Taxes on minerals ..	·35
		(x) Taxes on receipts for payment of taxes.	·10
		<i>VI. State Domains.</i>	
		(i) Leases of State property.	24·06
		(ii) Produce of State forests.	·65
	<hr/>		<hr/>
	150·05		122·55
<i>II. Property and Stamp Taxes.</i>		<i>I. Direct Taxes.</i>	
6. Property tax	17·50	Taxes on house property (applied only to Mosul).	3·23
7. Stamp duties	15·01	<i>II. Stamp Taxes, etc.</i>	
	<hr/>	Stamp duties, etc.	3·25
	32·51		<hr/>
			6·48
Total of I and II ..	182·56	Total of I and II ..	129·03
<i>III. Miscellaneous Revenues.</i>		<i>III. Indirect Taxes.</i>	
8. Pension contributions..	8·35	(vii) Shooting and fishing licenses.	·72
9. Interest	4·35		
10. Resource and Treasury operations.	·32	<i>VI. State Domains.</i>	
11. Sale of lands and buildings.	·50	(i) Sales of State property	·26
12. Refunds of legal expenses.	·15	<i>VIII. Miscellaneous Revenue.</i>	
13. Miscellaneous	6·91	(vi) Miscellaneous	3·01
	<hr/>	<i>X. Pensions.</i>	
	20·58	(i) Pension deductions ..	7·58
			<hr/>
			11·57

CHAPTERS (WITH VOTES) IN
'IRAQ BUDGET, 1924—
continued.

	Yield (estimated) Lakhs.
1. Taxes on land and other natural produce and Revenue of Government Property.	

IV. Customs and Excise.

14. Import Duties ..	173.00
15. Export Duties ..	9.50
16. Transit Duties ..	9.00
17. General ..	2.28
18. Miscellaneous ..	.75
19. Liquor Excise ..	12.75
20. Salt Excise ..	4.42
21. Tobacco Excise ..	21.97
22. Opium ..	.87
23. Miscellaneous ..	.04
	<hr/>
	234.58

V. Posts and Telegraphs.

24. Postage and Message Revenue.	24.54
25. Miscellaneous ..	5.08
	<hr/>
	29.62

VI. Other Government Services and Institutions.

26. Court fees and fines ..	14.00
27. Tapu ..	9.00
28. Health Services ..	1.95
29. Schools ..	1.17
30. Police ..	.95
31. Army ..	.10
32. Jails ..	.43
33. Publications ..	.29
34. Public Works Department.	7.20
35. Irrigation Department	.42
36. Survey Department ..	.25
37. Chief Navigation Authority.	1.22
38. Government Press ..	2.12
39. Stationery Department	2.67
40. Agricultural Department.	.50
41. Veterinary ..	.36
	<hr/>
	42.63

Total .. 509.97

EQUIVALENT SECTIONS
(WITH ARTICLES) IN TURKISH
BUDGET, 1911—*continued.*

(Yield in lakhs of rupees at 7.5 piastres to the rupee).

III. Indirect Taxes.

(i) Liquor Excise ..	.64
(ii) Tobacco vend Licenses	.03
(iii) Customs ..	50.75

IV. Monopolies.

(i) Salt ..	3.32
	<hr/>
	54.74

IV. Monopolies.

Posts and Telegraphs and Telephones.	5.34
	<hr/>
	5.34

II. Stamp Taxes, etc.

(ii) Court and Notarial fees.	2.00
(iii) Fees on registration of title	2.08

IV. Indirect Taxes.

(iv) Port and Navigation Dues.	.51
(vi) Veterinary fees ..	.13

VIII. Miscellaneous Revenue.

(v) Fines ..	.13
(vii) School fees ..	1.04

5.89

Total .. 206.57

This sum of 206·5 lakhs, however, is not the total income derived from these territories in 1911. There are other items which, having no counterpart in the Budget of 'Iraq, do not find a place in the above table. They include the following, viz. :—

- (a) "Temettu," which in 1911 produced 3·95 lakhs from the three wilayets comprising the present 'Iraq State.
- (b) Payments for exemption from military service, which produced 6·95 lakhs.
- (c) Road Tax which produced 1·22 lakhs.

and various other items including certain "central" receipts which perhaps represent a total of 2 lakhs.

This sum of approximately 14 lakhs must, therefore, be added, and this brings the total to 220 lakhs in round figures.

On the other hand, there are numerous activities provided for in the present 'Iraq estimates of receipts which apparently did not exist in 1911, e.g. earnings of the Departments of Health, Police, Army, Jails, Public Works, Irrigation, Survey, Government Press, Government Publications, Stationery and Agriculture, representing perhaps a total of 17 lakhs, which, to make the comparison fair, should be deducted from the 'Iraq estimates for 1924.

The comparative figures then would be approximately 492 and 220, a difference of 272 lakhs.

Now, 179 lakhs of this sum is the result of an increase in the Customs and Excise revenue, the figure for Customs alone being 123 lakhs. This immense increase is due partly to higher tariffs (the average rate being 15 per cent. against 11 per cent. in 1911) operating on a generally higher price level of commodities, and partly to the diversion of trade routes owing to which Persian consumption is more largely satisfied through 'Iraq routes.

Although very large sums of money have been expended on irrigation works, it will be observed that there has not been a very material increase in the receipts from taxes on land produce, particularly having regard to the higher relative prices of such produce. The question requires more careful investigation than can, in the absence of the necessary data, be given to it in this note, but if the facts are as appear from the above, a careful review of irrigation and agricultural policy appears to be demanded.

Turning now from the above suggestive comparisons with pre-war conditions, we may consider the changes that have occurred in recent years. The total revenues in each of the three years 1922, 1923 and 1924 (the last are of course only estimates) are :—

	1922.	1923.	1924.
Rs. lakhs	471	501	510

The important chapters from the point of view of taxation are I, II and III (IV in the latest Budgets). Customs and Excise have advanced 20 lakhs (or rather less than 10 per cent. in the three years). But this is partly due to increased tariffs, of which the following have been introduced during the period in question:—In April, 1922, the export duty on dates was increased from 1 to 3 per cent. *ad valorem*, and the duty on sugar and motor vehicles from 15 to 20 per cent. *ad valorem*; the duty on spirits was also raised.

In April, 1923, the duty on rice and wheat flour was increased from 11 to 15 per cent., and on tea, carpets, cocoa, coffee, silk and perfumery from 15 to 20 per cent. *ad valorem*; the duty was also raised again upon spirits.

In October, 1923, a surtax of Re. 1 was charged for every 5,000 cigarette papers imported. No change in the tariff has been introduced up to date in 1924.

On the other hand, there has been a decrease in the local expenditure of the British Government on the services maintained by them in this country.

The prospects of Customs revenue in the future are not easy to foretell, partly because of its dependence on the unknown and uncontrollable factors of the Persian market, and partly because there has been no opportunity of collecting systematic statistical data on the subject. (Such information as is available will be found in the published Reports of the Department of Customs and Excise.) But it would be imprudent to count on Customs receipts as an expanding, or even a steady, source of revenue. A large drop in the near future would not be surprising. As regards the revenue derived from stamps, this must remain a very limited source of revenue until business conditions improve on a large scale. There is no immediate indication of this.

There remains the revenue derivable from land and its produce. Agriculture being Iraq's primary industry and source of wealth, it is to the revenue from this source that the Finance Ministry should look for its main support. As has been shown, however, in the preceding paragraphs, this branch of revenue has not shown a steady expansion since 1911; the actual increase has been small, and is largely explicable by the higher level of prices. It is not clear, in fact, that there has been any real increase at all. It is true that 143 lakhs with the 1923 prices represents a better revenue than 145 lakhs in 1921, but the difference may be due to an improved collection of arrears. The problem, then, is how to turn to better account for the Treasury (as well as for private ends), the potentialities of wealth in the agriculture of Iraq. Does the remedy lie in a change of the revenue system, or in better public administration, or in improved methods of cultivation and marketing, aided by the natural processes of time and season?

Probably in all three combined, but since the first two are more directly within the province of the Finance Ministry, it is to them that the following remarks will be directed.

The land revenue system (by which is here meant the principles on which the assessment of the Government share is made) of 'Iraq to-day is very much the same as the Turkish system in force in these territories in 1911, the principal divergence consisting in the discontinuance of the "impôt foncier" or tax on land values, which existed formerly in the Mosul Wilayat. Briefly described, the assessment consists of a tenth of the produce, to which is added a further 10 per cent. in the case of Tapu (or permanently leased) lands supplied with Government water, and up to a further 20 to 30 per cent. in the case of land of which the Government remains the actual landlord. There are also certain cases of assessments on a unit of land (according to various methods of computation) fixed for a period of years; but these "fixed" assessments follow the same theory of the percentage due to Government.

The assessment on Tapu land presents no great difficulties of principle, but that on Miri lands in which the occupancy right has not been alienated, varies in different localities, owing to factors which have not hitherto been very clearly defined. In theory, perhaps, a landlord is a landlord, neither more nor less; but in practice the Government exercises its functions as landlord in widely differing degrees of completeness. The variations are governed rather by accident than by design, and may in many cases remain unperceived and unacknowledged. It results, then, that uncertainty prevails as to the exact share which the Government should demand in different localities.

Miri Lands (Rates of Government Share).

<i>Liwa.</i>					<i>Percentage of Revenue.</i>
Baghdad	..	..	..	..	20 and 30.
Hilla	..	..	..	..	30
Karbala	..	..	..	..	30
Muntafiq	..	..	..	..	27½
Mosul	..	..	..	..	17½
Kut	..	..	..	..	20 and 25.
'Arbil	..	..	..	..	17½
Dulaim	..	..	..	..	25 and 30.
Kirkuk	..	..	..	..	15, 20 and 36.
Diwaniya	..	..	..	..	25 and 30.
Diyala	..	..	..	..	36
'Amara	..	..	..	..	Farmed.
Basra	..	..	..	..	Fixed Jarib Tax.

Theoretically, the Government may no doubt demand the full 40 per cent. in all cases of Miri land irrigated by flow. In practice, any attempt to do so at present would be bound to fail, as in fact the attempt which was made in 1922 failed.

One of the main preoccupations, therefore, of the Revenue Department of the Finance Ministry during the last year has been to discover and formulate a juster and more practicable method of assessment, which will take account of the amount of time and money spent by Government in performing its duties as landlord.

Until this has been achieved, it does not appear possible to devise a satisfactory agrarian system, giving the desired continuity of tenure to the cultivators with an adequate return to Government as landlord. It has, in fact, been asserted as a general proposition, that, under present conditions, the larger the Government demand the smaller the revenue collected—not merely relatively but actually. The explanation perhaps lies in the psychological fact that a claim based on grounds of proved reasonableness is more effective than one based on theory, having no relation to the actual conditions of the case.

It may perhaps be contended that the tapu system (which consists of a permanent alienation, subject to practically continuous cultivation) provides the continuity of tenure necessary to permit of agricultural improvements. But in effect that is not the case. There are two main reasons for this. First, the system is defective in itself in that its conditions are too lax to provide the necessary stimulus to exertion; the penalty for neglect is never enforced, and a practice of absentee landlordism has been allowed to grow up, vitiating the system at its source. The second reason is that the system is inapplicable to tribal areas, which are in general uncongenial to progressive settlers owing to the insecurity of private rights.

Moreover, even if the tapu system were more efficacious in itself, anything like a permanent alienation of Government land is undesirable in a country where the irrigation system is so incomplete, and where the fullest power of securing a proper return on the large capital outlay necessary for irrigation development should be retained in the hands of Government, which alone, broadly speaking, can be expected to incur such outlay.

The examination of the subject, therefore, made in the Finance Ministry leads to the conclusion that the present tapu system does not provide a satisfactory basis for the settlement of the agrarian problem. The general conclusions which have been tentatively put forward in the Ministry are as follows :—

- (i) The tithe should be definitely regarded as the Government tax on cultivated land.
- (ii) The right to use water by lift is covered by the tithe.
- (iii) Any right on the part of the Government to demand more than the tithe is based on—
 - (a) its position as a landlord entitled to rent (which in the case of tapu lands has been alienated);
 - (b) its claim to repayment of the value of services rendered to the land.

- (iv) The Government rent will be calculated on the capital value of the land (as ascertained from records of sales and other similar evidence), at approximately twenty years' purchase.
- (v) The further demand under (iii)(b) will be assessed with reference to the cost of the services, which will include interest and amortization charges on works, and maintenance charges.
- (vi) Final assessment of demands under (iii) cannot be made until the area concerned has been surveyed and information has been collected as to the land values and costs of services.

The measure of continuity suggested, which would take the form of ten-year leases on the above basis, will provide some inducement to the cultivator to make improvements; while the limited period will permit of changes in the rent demanded in accordance with new outlay incurred (either by Government or by the cultivator) on improvements. Progress on these lines is, however, not likely to be rapid. In predominantly tribal areas it will be extremely difficult to get the tribes to acknowledge any ownership other than their own, since, at present, though theoretically only tenants-at-will, they cannot actually be evicted except by force. Political difficulties, therefore, impede progress. Further, even in areas where tribal claims are not important and where other political difficulties do not exist, a great deal of preliminary information must be collected before leases can be arranged. Constructive work of this kind, involving a departure from the existing system, requires initiative which is not easily found among the local officials; and attempts to obtain experienced British officers for this purpose have not met with success.

There are, however, a few cases in which the experiment has been tried of fixed assessments for a period of years, of which the two most important are the 'Amara muqata'ah system and the three-year leases on the land newly brought under cultivation by the Yusufiyah canal. In both cases, the assessment has been based on the old theoretical sharing system, without any conscious consideration of the contribution made by either party to the cost of development. In the former case, that of the 'Amara Muqata'ahs, the political object of maintaining powerful and friendly shaikhs as large landholders played a prominent part, and the interests of revenue were subordinated to this end. In 1922, however, the period of exemption of the 'Amara shaikhs from enhanced taxation came to an end, and in that year a careful enquiry was made by a British officer, specially deputed, with a view to finding a suitable basis for the determination of the Government share for a period of years which was subsequently fixed at three years, to be extended to five subject to revision of the assessment. The proposals put forward as a result of this enquiry involved an increase of nearly 50 per cent.; but this

was subsequently whittled down by about one half, mainly on account of the rapid fall in prices which had occurred during the year. The revised assessment came into operation during the period under review, in 1923, and, in spite of the moderate nature of the enhancement which had enabled many muqata'ah holders to meet the new demand without apparent difficulty, a vociferous and persistent complaint arose from some of the most influential shaikhs of inability to pay, and in fact arrears of $4\frac{1}{2}$ lakhs out of a total demand of 26.76 lakhs remained at the end of the financial year 1923. The complaints were reiterated at the somewhat difficult moment of the passage of the Treaty, and this circumstance no doubt lent them a special importance. But it was recognized by the Finance Ministry that there was a real economic difficulty in meeting a twenty-five per cent. increase at a single stroke, taking into account the extravagance and improvidence of many of the muqata'ah holders. If policy demanded the continuance of the old shaikhs, allowance must be made for their thriftless ways; and though new lessees, drawn from a more business-like class and having no traditional dignity to maintain, might quite well have paid the stipulated rent, the fact remained that the shaikhs either would not or could not, and a revision of assessment became necessary, the general effect of which was to spread over a period of five years the enhancements introduced in 1922.

This was in its real character a political step. It was supplemented by a scheme for an immediate and comprehensive enquiry into the economic conditions of the liwa, including question of irrigation, of cultivation, of personal expenditure on the part of the shaikhs, of the arrangements subsisting between them and their tenants, together with a survey of all the muqata'ahs, which should enable a new assessment, based on the most accurate data possible, to be brought into force at the expiration of the present leases. The survey is now in progress, but, again, shortage of trained and experienced staff makes it extremely doubtful whether the remaining part of the enquiry can be effectively carried out.

The case of the fixed assessment leases of the Yusufiyah lands has a less pronounced political complexion, and is perhaps therefore of greater interest from a direct revenue point of view. These lands were for the most part newly brought under cultivation by the opening of the Yusufiyah canal in 1918, and the locality seemed therefore favourable for experiments. In 1922, after certain investigations into the crop out-turn of the lands, an assessment supposed to represent 36 per cent of the produce (after deducting 4 per cent. for cost of collection) was fixed in kind, and leases at this rental for three years were entered into, with certain conditions regarding mode of cultivation and a not very clear provision for remission in case of failure of two-thirds of the crop in any year. The distribution of the lands remained in the hands of the Liwa authorities. The actual amount of the annual Government share in kind was fixed at 25 kilos of wheat and 50 kilos of

barley. Summer crops were free of rent—an immunity possible only while cotton cultivation remains in its infancy. It is beyond the scope of this note to examine the suitability of this assessment but, in view especially of the exemption of the summer crop, it can quite confidently be asserted that it is not excessive. Yet the experiment cannot be said to have succeeded, even from the cultivator's point of view. The causes of failure may be divided into classes; they were partly inherent in the actual system, and partly unforeseen and accidental. In the winter of 1922, after the leases came into force, it became necessary to close the canal for silt clearance for an unusually long period. In the following year the season was adverse. The former of these misfortunes was certainly not allowed for in the terms of the lease, while the second which would not ordinarily justify special treatment, acquired an unexpected force from the circumstance that, in the absence of an adequate survey of holdings, the cultivators could plead an almost complete failure in one part which was in fact (but covertly) set off by their unauthorised cultivation in another part in excess of the allotted area. Here we meet the inherent defects in the system, viz., lack of a suitable survey and inadequately controlled water-supply.

In spite of the fact that the lease conditions prescribe a regular rotation of crops, experience shows that in practice the whole allotted area is, in the majority of cases, brought under cultivation in a single year; while the water distribution, being designed in accordance with the prescribed rotation, is of course inadequate for the excess cultivation. The result is that the whole basis of the fixed assessment is undermined and rendered unreliable. An attempt is now being made to obtain both an accurate survey of all holdings and a proper control of the water-supply.

The case of the Yusufiyah fixed assessment illustrates the urgent necessity for collecting the data referred to above. All this involves a co-ordination of the work of the departments dealing with revenue administration, with irrigation, with agriculture, and with surveys, which has not yet been attained.

It is, indeed, in the improvement of administration rather than in the tightening up of taxation that there lies the chief hope of increasing the revenue from the land. When a real improvement has been effected, it may be assumed that the system of farming taxes (which is difficult to defend in principle and is justified only by its practical advantages in present circumstances) will automatically disappear. But whether the collection of taxes is made through the agency of tax-farmers or by the direct machinery of Government, it is beyond doubt that the present abuses, involving hardship to taxpayers and loss to Government, will not disappear until the revenue administration system has been radically altered. It suffers, at present, from the fact that the conduct of revenue work in the Liwa is in the hands of Mutasarrifs and Qaimmaqams, who are much engaged in political affairs,

and also, in the present fluid state of politics, are apt to be selected on grounds other than those of their revenue experience or capacity. These officials are primarily under the control of the Ministry of the Interior, and the Ministry of Finance has no direct local representative of status higher than that of a Muhasib or chief accountant. It was owing to the desirability of maintaining units of responsibility in the districts that the Finance Ministry, shortly after its assumption of control of land revenue in 1921, accepted an arrangement under which its own officials were placed in almost complete subordination to the Mutasarrif. Events have proved that this was a mistake, and much consideration is being given to the question of creating a class of revenue officials of higher status with primary responsibility for revenue administration in the Liwas, supported by the local executive authorities. But before this scheme can bear fruit it is necessary to provide for the systematic training of officials. In the meantime an undesirably large amount of centralized control by the Ministry is necessary, assisted by the British Inspectors in the Liwas. It is no reflection on the ability and zeal of the latter to say that their usefulness in revenue matters would be the greater if they too were less involved in the ebb and flow of local politics, and were free to apply themselves more systematically to the task of giving effect to the revenue policy of the Government. Nevertheless, their presence and influence, especially when it is felt that they have the support of the British forces behind them, cannot fail to exercise a good effect both on tax collection and on the taxpayers.

During the year 1923 the Government passed a law known as the Property Tax Law, which provided for a tax of 10 per cent. on the rental value of properties situated within municipal areas. This tax was in effect the old Turkish Vergo, which was, however, in force in Mosul only out of the three Wilayats of 'Iraq. During the occupation it had not been enforced, but, on the other hand, municipalities had been permitted to impose a similar tax and most of them had availed themselves of this source of revenue. The resumption of this tax by the State necessitated certain financial adjustments with the municipalities. First, the municipal contributions to the Treasury were abolished. These contributions had been justified on the ground that the State provided certain services which were properly a municipal charge either wholly or in part. The contribution was fixed at $12\frac{1}{2}$ per cent. of the sum total of (a) revenues of the municipality derived from taxes, and (b) the net revenues on municipal undertakings. Secondly, it was found necessary to make grants-in-aid to both Baghdad and Basra. The result was that though the tax produced 10·70 lakhs during the year 1923, the State lost the municipal contributions amounting to approximately 5 lakhs and gave grants-in-aid aggregating 4·50 lakhs, while the cost of administration was approximately Rs.76,000. The net gain, therefore, to the State was only Rs.44,000, approximately. In

the current year (1924), however, the tax has been estimated to produce 17 lakhs (and there is every indication that this sum will be realised); the grants-in-aid are Rs.4.10 lakhs and the cost of administration is Rs. 91,000.

The administration of this tax has not been free from difficulties. The assessment is carried out by committees composed partly of officials and partly of non-official members. Though the former are equal in number to the latter, and though their president (an official) has the casting vote, there is no doubt that they are often unduly influenced by the non-official members, who are generally selected from among those most interested in the low assessment of the tax. There is further a general tendency on the part of the wealthy and influential to evade payment, a practice which does not appear to be condemned by public opinion.

IV.—MINISTRY OF JUSTICE.

1. The Civil Courts.

Throughout the country there are established Civil Courts of First Instance, which have jurisdiction to decide all such civil cases as are not within the exclusive jurisdiction of the Religious Courts.

When the Civil Courts of First Instance were established in 1918 they were each composed of three judges, following the Turkish judicial system, and were set up at Baghdad, Basra, Hilla, Mosul and Ba'quba only. Later on it became apparent that it would be financially impossible to extend the system to all Liwas on account of the large number of judges required. The Single Judge Court, an experiment which had been tried with success by the Turks, was therefore called into being, and Courts of First Instance, composed of a single judge invested with the full powers of a Court of First Instance, were set up at 'Amara, Nasiriya and other places.

Appendix I to this section sets out the list of Civil Courts established at the end of 1924, there being the five Bench Courts above mentioned and nine Single Judge Courts, as well as those courts in the Mosul area which are visited by a touring single judge. The single-judge system has been further extended, owing to the heavy amount of business in the courts of the larger towns, and most of the judges of the Courts of First Instance are invested with single-judge powers, limited to the decision of suits of a value of 3,000 rupees, so that the full benches are relieved of the smaller cases.

Appeal lies from Courts of First Instance, whether composed of benches or of single judges of full or limited powers, direct to the Court of Cassation in Baghdad, and there is no further appeal. That court does not act entirely as a Court of Cassation, but, in those cases in which appeal lay to the Courts of Appeal under the Turkish Code of Civil Procedure, it deals with the matter in the manner prescribed for appeals, while in other matters it acts by the shorter procedure of revision only.

Small causes, i.e., suits of value not exceeding 750 rupees, and not involving the title to land, are decided by the Peace Courts, which are established at the places mentioned in Appendix I. * Wherever, in that appendix, a Court of First Instance, but no Peace Court, is mentioned, the single judge or one of the judges of the bench sits as a Peace Court to decide the smaller cases by the simple procedure of the Peace Court. At some other places, where there are a few Peace Court cases, but not enough to justify the appointment of a civil judge, the Qadhi of the Religious Court is empowered to hear suits as peace judge, generally with jurisdiction limited to suits of the value of 300 rupees.

From the decisions of the Peace Courts there is no appeal, but there is a direct recourse to the Court of Cassation for revision. The court, in addition to the powers possessed by the Turkish Court of Cassation of setting aside the judgment and ordering a new trial, may, if it has the necessary facts before it, give a final judgment in the case.

Four years ago it was hoped that it would be possible to provide for a second appeal in civil matters of importance, and to establish both a Court of Appeal and a Court of Cassation in Baghdad. To that end provision was made by law for the establishment of a Court of Cassation when convenient, the existing Court of Appeal to act, in the meantime, as a Court of Cassation as well as a Court of Appeal. It has not yet been found possible to establish the court, neither money nor suitable judges being available. The new courts' law, which will be placed before Parliament at the first opportunity, makes no provision for both courts, but for a Court of Cassation only, and the present court, which is, in fact, the old Court of Appeal, will continue to act in both capacities. The court is now overburdened, and additional judges will require to be appointed if the business is to be disposed of with thoroughness and without unreasonable delay.

The law administered in the Civil Courts consists of :—

- (a) The body of Ottoman legislation in force at the date of the Occupation, so far as the same has not been altered by local legislation since that date.
- (b) The proclamations, rules and laws of the military and other Governments which have exercised authority in Iraq since the Occupation.

* See page 153.

The Turkish Civil Code, or "*Majalla*," is the foundation of Ottoman legal principles. It was published in 1869, and is a compilation of Mohammedan law as accepted by the Hanafite Sect. Archaic and useless in many ways, it requires much revision to adapt it to the requirements of the present day, but it is held in much respect by the inhabitants of 'Iraq and revision must be undertaken with the greatest care. A commission is now sitting in Turkey for the purpose of revising the *Majalla*, and the result of their efforts is awaited with interest.

Commercial transactions are governed by the Code of Commerce, so far as concerns bills of exchange, partnerships, bankruptcies and commission agents. It is a translation, with some omissions, of the corresponding sections of the French Code.

2. The Criminal Courts.

There are four classes of Criminal Courts :—

- (1) Courts of Session, which may inflict any punishment authorised by law.
- (2) Courts of Magistrates of the first class, which may award a sentence not exceeding two years' imprisonment, or three months summarily.
- (3) Courts of Magistrates of the second class, which may award a sentence not exceeding six months' imprisonment, or six weeks summarily.
- (4) Courts of Magistrates of the third class, which may award summarily a sentence not exceeding one month's imprisonment.

All civil judges are magistrates of the second class, while a large number of them, including all British judges, have first-class powers.

A Court of Session is invariably composed of three magistrates. In places where the Court of First Instance consists of a bench of judges, those judges can form the court, but in other places it is necessary for judges to be sent out specially to form the courts.

All findings and sentences of Sessions Courts are submitted to the Court of Cassation and do not take effect unless confirmed by that court, which has also power to vary sentences. It is for consideration whether submission for confirmation as a matter of course should not be restricted to heavy sentences, in order to reduce the work in the Court of Cassation, leaving the appeal to that court in other cases to be a matter of right. The findings and sentences of magistrates do not require confirmation, but, if the sentence exceeds that which a magistrate can impose summarily, appeal lies to the Court of Sessions.

The Court of Cassation has also a general right of revision of the proceedings of any Criminal Court, and a Court of Sessions has the right of revision of the proceedings of any court subordinate to it.

The Criminal Courts observe the Baghdad Criminal Procedure Regulations, and apply the Baghdad Penal Code and the penal articles of other laws.

These two codes were promulgated in 1918 and were introduced for the purpose of simplification of the criminal law, the Ottoman Code of Criminal Procedure and the Ottoman Penal Code being complicated, ill-arranged, and unsuited to the administration of criminal justice, which, at that time, was largely in the hands of British military officers. The Criminal Procedure Regulations are based on the Sudan Code of Criminal Procedure, which is itself based on the Indian Penal Code. It is simple to understand and, in general, has met with enough success to justify its being retained in its present general form. It is now being redrafted with such alterations and additions as have been shown to be necessary.

The Baghdad Penal Code is framed on the pattern of the Egyptian Penal Code, and embodies many sections of the Ottoman Penal Code. Time has shown that it requires a good deal of amendment and enlargement and it is now being redrafted, but its present general form will be retained. The law has been the subject of much unmerited criticism, to a large extent fostered by lawyers who, accustomed to the Turkish codes, found it inconvenient to study the new ones.

3. The Religious Courts.

The Religious Courts consist of :—

- (a) The Shar'ah or Moslem Courts.
- (b) The Jewish Ecclesiastical Courts.
- (c) The Christian Ecclesiastical Courts.

The Shar'ah Courts exercise exclusive jurisdiction in matters of the personal status of Moslems, and matters connected with the administration of their *waqf*.*

Appendix II† to this section shows the present distribution of the Courts, there being courts at many places throughout the country and a Court of Revision in Baghdad. It will be noted that some of the *Qadhis* are Sunnis and some are Shi'ahs, while there are both Sunni and Shi'ah Benches in the Court of Revision. Before the Occupation the Shar'ah Courts were exclusively Sunni. After the Occupation it was considered necessary, in view of the large proportion of Shi'ahs among the population of 'Iraq, to allow the Shi'ahs to apply their own personal law which differs from the Sunni law in some important respects. It was then arranged that Shi'ah cases of personal status should be brought in the Civil

* Charitable bequests.

† See page 154.

Courts and transferred by the Court to Shi'ah jurists. Such jurists were appointed at various places and received salaries. The system was later carried to its logical end and, in 1923, a law was passed whereby *Qadhis* could be either Shi'ah or Sunni, and should be appointed having regard to the prevailing sect in the locality. By the same law a Shi'ah Bench was established in the Court of Revision.

The system has not been entirely successful, partly owing to the difficulty of finding Shi'ahs with the ability to carry out their duties in a methodical manner, and partly to the impossibility of finding Shi'ahs who can fulfil the duties of Peace Judges, a necessary qualification where there is little work. It will be noted that in some places the Civil Judge is invested with powers of a *Qadhi* and sits as a Shar'ah Court. The reason for this is, as in the case of *Qadhis* acting as Peace Judges, the necessity for keeping down the number of the judicial staff in places where there is little work.

The Jewish and Christian Ecclesiastical Courts sit in Baghdad, and have exclusive jurisdiction to decide suits relating to marriage, divorce, dowry and maintenance payable to husband and wife. These courts have not yet been included in the judicial system, and legislation is required in the near future to provide for their proper establishment, in accordance with the Organic Law which provides that they shall have jurisdiction in the following matters :—

- (a) In matters of marriage, divorce, separation, maintenance and the attestation of wills where the same are not attested by the Notary Public, except such matters as are within the jurisdiction of the Civil Courts, so far as concerns members of their own communities other than foreigners.
- (b) In other matters of personal status concerning members of the communities, if both parties so agree. The personal status cases of Jewish and Christian foreigners are within the jurisdiction of the Civil Courts.

4. Foreigners' Cases.

By the Judicial Agreement, annexed to the Anglo-Iraq Treaty, provision is made whereby foreigners who are parties to civil and criminal proceedings may claim that their cases be heard by a court which includes a British judge or judges ; that is to say :—

- (1) Where the court consists of a single judge, e.g. a Criminal Magistrate's Court or a court of a single judge in civil matters, the judge shall be British.

- (2) Where the court consists of three judges, e.g. Bench Courts of First Instance in civil matters, Courts of Session, and the Court of Cassation, there shall be at least one British judge who shall preside.
- (3) Where the court consists of five judges, e.g. the Court of Cassation in full bench, there shall be at least two British judges, one of whom shall preside.

It is further provided that the house of a foreigner shall not be entered by the judicial or administrative authorities without a warrant signed by a British judge. In cases where a British judge is not available, or where the police are by law allowed to enter houses without warrant, entry into a foreigner's house must be reported forthwith to the nearest British judge.

This special constitution of courts has been devised to take the place of the judicial capitulations formerly enjoyed by foreigners in Ottoman Dominions, and, for the purposes of the agreement, the expression "foreigners" has been limited to the nationals of any European or American State which formerly benefited by capitulations in Turkey and did not renounce the same by an agreement signed before the 24th July, 1923, and of any Asiatic State which is now permanently represented on the Council of the League of Nations. The expression "foreigners" also includes corporations constituted under the laws of such State and religious or charitable bodies wholly or mainly composed of nationals of such States.

These arrangements are not new, and are, with slight variation, merely a confirmation of what has been in force for several years. When the courts were first opened, after the military occupation, a large number of British judges were employed, and foreigners' cases came before them as a matter of course. Later, the number of British judges was reduced, and it became necessary to make special provision for the hearing of foreigners' cases. Instructions were accordingly issued to the courts by the Judicial Secretary, in 1919, detailing the arrangements above mentioned, but nothing was done to give them the force of law. The arrangements worked quite smoothly, and the law, which, now that the Anglo-Iraq Treaty and Agreements have been ratified, will, it is proposed, shortly be introduced to implement the provisions of the Agreement, will involve no changes in the business of the courts.

5. Jurisdiction over Members of the British Military Forces.

The Military Agreement, annexed to the Anglo-Iraq Treaty, provides for the limitation of the jurisdiction of the local courts in certain matters, criminal and civil, where members of the British military forces are concerned, and for the special composition of Criminal Courts for the trial of grave offences against such forces. These matters will be dealt with by legislation, probably in the law regulating the trial of foreigners' cases.

6. Extradition of Offenders.

The extradition of fugitive criminals is regulated by the Extradition of Offenders Law, 1923. It is provided that, where a requisition is made to the 'Iraq Government by the Government of a foreign State for the surrender of any fugitive criminal of that State who is, or is suspected of being, in 'Iraq, the Government may, if it thinks fit, issue order that an enquiry be made into the case and on completion of such enquiry, if the Government consider that the criminal ought to be surrendered, it may issue a warrant for the removal of the criminal and for his delivery at a place and to a person named in the warrant.

It is thus open to the 'Iraq Government to deliver up a criminal in spite of there being no extradition treaty with the country requesting the extradition. There is thus no difficulty in the way of the 'Iraq Government conforming to the extradition treaties made between Great Britain and other Powers until such time as 'Iraq shall be in a position to conclude her own treaties. Nevertheless, provision is made in the law for the conclusion of treaties, and it is stated in Article 16 that "Nothing in this law shall derogate from the provision of any treaty or agreement for the extradition of offenders and the provisions of this law shall be modified accordingly."

Up to the present, extradition proceedings in relation to India, Persia and Syria only have been under active consideration. In the case of India, no convention has been concluded, but ever since the Occupation the two countries have afforded each other reciprocal facilities in this respect, and requisitions are constantly passing between the two Governments. A provisional agreement has been concluded with Persia, which covers all offences, except those of a political or military nature. As regards Syria, proposals have for some time been on foot for the conclusion of a Convention on the lines of that concluded between Palestine and Syria, but these have as yet led to no definite result.

7. Commissions Rogatoires.

It is provided in the proclamation under which the courts are established that any court may, in pursuance of an order issued by the Minister of Justice in that behalf, hear and record the evidence in matters relating to judicial proceedings pending in the courts of foreign countries. It is thus open to the Minister to accept commissions received from other countries, whether there be or not an agreement to that effect with the country transmitting the commission, and some received through the diplomatic channel have, in fact, been executed. In the case of concluded Conventions the procedure follows the agreement.

Conventions for the service of documents have been established with Syria and Palestine, indicating the channels through which

documents shall be transmitted, and there is a working arrangement with the Government of India, whereby documents are exchanged direct by the courts concerned. 'Iraq also benefits by the Anglo-French Convention for the service of documents in France.

Much difficulty was experienced by the courts in the administration of oaths to litigants in foreign countries, but that has now been overcome by arrangements being made for the oath to be sworn before British Consuls. The requisite form of oath is transmitted to the Consul concerned through the High Commissioner.

8. Execution of Foreign Judgments.

This is a matter which is now engaging the attention of the judicial authorities. The 'Iraq lawyers appear to be generally inclined to the opinion that no action can be brought in an 'Iraq court founded on a foreign judgment, and that in the absence of a treaty the original cause of action must, in every case, be enquired into. They point out that, although they are unable to indicate any Turkish jurisprudence on the subject, the Turkish Government in recent years passed a law permitting such actions, subject to reciprocal treatment secured by treaty with the country concerned. The matter has not yet come up in an acute form, but must be dealt with by legislation in the near future.

It is also under consideration whether an attempt should be made to arrange for the mutual execution of judgments for maintenance issued by the Moslem Religious Courts of 'Iraq and Syria. The judgments referred to would be limited to maintenance in favour of the wife or children of the body of the defendant, and, in view of the small amounts involved and the expense incurred in obtaining a fresh judgment in a foreign country, the matter is worthy of consideration, provided that satisfactory evidence is afforded of the defendant having had proper opportunity to appear and defend.

9. Staff.

With the exception of the adviser and four British judges the entire judicial staff is 'Iraqi. Of the British judges, Mr. G. Alexander is President of the Court of Cassation, and Messrs. A. MacLaren, J. Pritchard and J. Woodman are Presidents of the Courts of First Instance at Baghdad, Mosul and Basra respectively. A fifth British judge will be obtained as soon as the Ministry is in a position to offer a contract.

The British judges are not merely engaged in foreigners' cases, although such matters take up a good deal of their time.

They also superintend the general administration of their courts, and sit in the more important civil and criminal cases. That their presence is needed, apart from the rights of foreigners, is abundantly evident both from the manner in which the 'Iraqi judges rely on them for support in any case which occasions public feeling and may lead to intimidation, and from the fact that it is rare to find an 'Iraqi judge who has enough authority among his fellows to enable him to regulate business so as to keep down arrears of work.

The 'Iraqi judges are, on the whole, well spoken of and have a good knowledge of the law which they administer. There are too many of them who suffer from lack of experience, and there appears to be a danger that several of the older ones will leave the service to go into Parliament. There are plenty of lawyers available for judicial posts, but they are, as a general rule, too young to be entrusted with the duties of Single Judges.

10. Advocates.

There are now 130 advocates practising before the courts, of whom 74 are at Baghdad, 29 at Mosul and 21 at Basra. With a few exceptions, all have graduated at the Constantinople or Baghdad Law School. The exceptions are those who, although holding no diploma were in possession of permits to practise issued by the Turkish Ministry of Justice before the Occupation, and were allowed to continue to practise after passing a special examination.

Apart from a few of the leading advocates, the general standard of legal practice is low. This is due, not to ignorance of law, but to the slack and dilatory methods adopted in the preparation of cases and to the complacent manner in which the courts were formerly wont to grant adjournments. Some improvement has now been effected by mulcting dilatory parties in the costs of adjournments occasioned by their negligence.

There has been some movement towards the formation of a Bar Association, but the political activities of a number of young lawyers have rendered that undesirable for the present, though the Ministry has now under consideration the formation of a Committee of Discipline composed of judges and advocates in order to give the advocates a voice in such matters.

11. General.

Statistics of the work of the courts for the period 1st January to 31st December, 1924, show a general increase in all branches of the courts. These increases may be compared generally with the figures for the year 1920.

The most marked increase in business is in the Peace Court. In 1920, the Basra Peace Court dealt with 2,514 cases ; in 1924, with 6,657 ; while the total dealt with throughout the country in 1920 was 10,615 as against 30,422 in 1924.

The Courts of First Instance show a steady increase in business, the number of cases instituted throughout the country being 2,342 in 1924 as against 1,633 in 1920. The court fees have, however, decreased, for the reason that there was, during the earlier years after the Occupation, a large influx of debt cases arising out of the moratorium, but they have now finished and the time of the courts is largely taken up with the more complicated and, from the point of view of the courts' revenue, less lucrative land title cases.

The statistics of the Summary Criminal cases show that in 1924, 14,663 cases were dealt with, 21,126 persons tried, and 11,635 persons convicted. These figures are not satisfactory. The Criminal Magistrate at Baghdad states that the small percentage of persons convicted is due to the large number of petty assault and defamation cases in which complainant receives satisfaction at the last moment.

Of the graver criminal offences the President of the Court of Cassation writes :—" Brutal murders continue, armed robbery is common and extremely callous crimes of killing women for sexual misconduct abound." He also points out that according to the Judicial Blue Book for 1922 in England there were 60 cases of murder, while in 1924 there were tried in 'Iraq 72 cases of murder, in addition to 62 cases of homicide, many of which would be classed in England as murder, but are here classed as homicide without premeditation, owing to the very stringent proof of premeditation required by the 'Iraq courts.

The total revenue for the period from the 1st of January to the 31st of December, 1924, was 14 lakhs and the expenditure 13·57 lakhs. There were, however, a number of judicial appointments (including that of the extra British judge) vacant for part of the year and the surplus is unusual. Making due allowance for the appointment of all necessary judges, there is reason to hope that justice will in the future pay its way. The revenue can be increased in two ways :—by a more zealous scrutiny of the valuation of cases, which, especially in land cases, often escape very lightly in court fees, and by the more rigorous collection of fines, which amounted to 2·76 lakhs in the past year. In response to instructions issued by the Ministry, magistrates generally avoid awards of simple imprisonment in small cases and inflict fine instead, but even so the fines are not paid and are expiated by imprisonment in default. A more rigorous application of the distress warrant will have the twofold advantage of increasing the revenue and decreasing the number of idle prisoners.

APPENDIX 1.

THE CIVIL COURTS.

Court of Cassation	{ 1 British President. 5 Judges.
<i>Baghdad Liwa :—</i>	
Court of First Instance, Baghdad, consisting of two chambers	{ 1 British President. 6 Judges.
Criminal Court, Baghdad	3 Magistrates.
Peace Court, Baghdad	2 Peace Judges.
" " Kadhimain	1 " "
" " Samarra	1 " "
<i>Dulaim Liwa :—</i>	
Court of First Instance, Ramadi	1 Single Judge.
Peace Court, 'Ana	1 " "
" " Falluja	1 Qadhi (limited powers).
" " Hit	1 " " "
<i>Diwala Liwa :—</i>	
Court of First Instance, Ba'quba	{ 1 President. 2 Judges.
Peace Court, Diltawa	1 Peace Judge.
" " Mandali	1 " "
" " Shahraban	1 Qadhi (limited powers).
Court of First Instance, Khanaqin	1 Single Judge.
<i>Hilla Liwa :—</i>	
Court of First Instance, Hilla	{ 1 President. 2 Judges.
Peace Court, Musaiyib	1 Peace Judge.
" " Hindiya	1 Qadhi (limited powers).
<i>Diwaniya Liwa :—</i>	
Court of First Instance, Diwaniya	1 Single Judge.
Peace Court, Samawa	1 Qadhi (limited powers).
<i>Karbala Liwa :—</i>	
Court of First Instance, Karbala	1 Single Judge.
" " " Najaf	1 " "
<i>Basra Liwa :—</i>	
Court of First Instance, Basra	{ 1 British President. 3 Judges.
Criminal Court, Basra	1 Magistrate.
Peace Court, Basra	1 Peace Judge.
" " Qurna	1 " "
<i>'Amara Liwa :—</i>	
Court of First Instance	1 Single Judge.
Peace Court, 'Ali Gharbi	1 Peace Judge.
<i>Muntafiq Liwa :—</i>	
Court of First Instance, Nasiriya	1 Single Judge.
Shatra and Qal'a Sikar	Touring Peace Judge.
<i>Mosul Liwa :—</i>	
Court of First Instance	{ 1 British President. 2 Judges.
Criminal Court, Mosul	1 Criminal Magistrate.
Peace Court, Mosul	1 Peace Judge.
Court of First Instance, Dohuk	{ These four places are visited by a Touring Single Judge. There is also a Peace Court at each place, the Qadhi sitting as Peace Judge with limited powers.
" " " Zakho	
" " " Amadia	
" " " 'Aqra	
Peace Court, Tall 'Afar	{ These two places are visited by a Touring Peace Judge. The Qadhi of Tall 'Afar also has- limited Peace Judge's powers.
" " Sinjar	

Kirkuk Liwa :—

Court of First Instance, Kirkuk ..	1 Single Judge.
Peace Court, Kirkuk ..	1 Peace Judge.
" " Kifri ..	1 Qadhi (limited powers).
" " Koi Sanjaq ..	1 Qadhi (limited powers).
Court of First Instance, 'Arbil ..	1 Single Judge.

Kut Liwa :—

Court of First Instance, Kut ..	1 Single Judge.
Peace Court, Sirah ..	1 Peace Judge.
" " Badra ..	1 " "
" " Hai ..	1 " "

APPENDIX 2.

THE MOSLEM RELIGIOUS COURTS.

Shar'ah Courts of Revision { Sunni Bench } Each composed of a President
 { Shi'ah Bench } and two Members.

*Shar'ah Courts.**Baghdad Liwa :—*

Baghdad	1 Shi'ah Qadhi.
	1 Sunni Qadhi
	1 Assistant Qadhi.
Samarra	1 Sunni Qadhi.
Tikrit	1 " "
Kadhimain	1 Shi'ah Qadhi.

Hilla Liwa :—

Hilla	1 Sunni Qadhi (Single Judge)
Hindiya	1 Shi'ah Qadhi.
Musaiyib	1 Sunni Qadhi (Peace Judge).

Karbala Liwa :—

Karbala	1 Shi'ah Qadhi.
Najaf	1 " "

Diwaniya Liwa :—

Diwaniya	1 Sunni Qadhi (Single Judge).
Samawa	1 " "

Kut Liwa :—

Kut	1 Sunni Qadhi (Single Judge).
Badra	1 " (Peace Judge).
Sirah	1 " (Peace Judge).

'Amara Liwa :—

'Amara	1 Shi'ah Qadhi
'Ali Gharbi	1 Sunni Qadhi (Peace Judge).

Mosul Liwa :—

Mosul	1 Sunni Qadhi.
Amadia	1 " "
Zakho	1 " "
Tall 'Afar	1 " "
Dohuk	1 " "
Aqra	1 " "
Sinjar	1 " "

Diyala Liwa :—

Ba'quba	1 Sunni Qadhi.
Shahraban	1 " "
Mandali	1 " (Peace Judge).
Khanaqin	1 " "
Diltawa	1 " (Peace Judge).

Dulaim Liwa :—

Ramadi	..	..	..	..	1	Sunni Qadhi.
Falluja	..	..	..	..	1	" "
Hit	..	..	..	..	1	" "
'Ana	..	..	..	..	1	" " (Peace Judge)

Basra Liwa :—

Basra	{	1 Sunni Qadhi.
						1 Shi'ah Qadhi.
Qurna	..	..	..	..	1	Sunni Qadhi (Peace Judge).

Muntafiq Liwa :—

Nasiriya	..	..	..	..	1	Sunni Qadhi (Single Judge).
Shatra and Qal'a Sikar	..	..	..	..	1	" " (Touring Judge).

Kirkuk Liwa :—

Kirkuk	1	Sunni Qadhi.
Kifri	..	..	..	..	1	" "
Arbil	..	..	..	..	1	" "
Koi Sanjaq	..	..	..	..	1	" "

There are also Sunni Qadhis at some of the outlying places in Kurdistan, e.g., Shaqlawa, Halabja and Ruwandiz. These are appointed by the administrative authorities. They receive nominal pay, their duties are of the simplest nature and they have, as a rule, no knowledge of judicial methods.

V. MINISTRY OF DEFENCE.

1. General Remarks.

The 'Iraq Army, which has now reached a strength of just under 7,500 men, is organized and trained throughout on British lines, subject to certain modifications designed to meet local conditions. It comprises four regiments of cavalry, four batteries of artillery, and six battalions of infantry, with transport, medical, veterinary and ordnance services. So far no formation higher than regiment or battalion has been made, but for purposes of administration the country is divided into three districts, the headquarters of which are at Baghdad, Mosul and Sulaimaniya respectively.

The discipline of the Army is governed by the 'Iraq Army Proclamation of 1921, and the system of military law in existence, which derives from this Proclamation, is based on the Civil Code of 'Iraq, and on British military law for military offences. The rules of procedure are taken from those in force in the British Army.

The officers have so far been taken entirely from ex-officers of the Turkish Army, but no officer is taken who is not of 'Iraqi nationality, with the exception of a few Syrian officers who took part in the operations in the Hejaz against the Turks between 1916 and 1918. There are at present, however, under training, 57 cadets, who at the end of their training will be commissioned as officers.

Recruiting is voluntary and for a period of two years only, but a number of the men re-engage for a further two years on completion of their original contract.

During the period under review was concluded the Protocol to the Anglo-Iraq Treaty. The limited time allowed by this instrument for the completion of the military programme outlined in the Treaty necessitated an acceleration of this programme and greater efforts on the part of all concerned.

For the first time since the 'Iraq Army was formed, active operations, entailing considerable fighting and some casualties, have been undertaken and the troops engaged have shown good results for the two and a half years' work done in the 'Iraq Army.

The material assistance given to the 'Iraq Army by the Royal Air Force, both during peace trainings and during operations, has been productive of the best results. All headquarters stations and outlying detachments of the 'Iraq Army have been frequently inspected by either the Air Officer Commanding in 'Iraq or members of his staff.

A detailed account of work carried out by the Training Centre will be given. Progress has been very satisfactory and the system of centralizing training is undoubtedly the best method to adopt in view of the small number of British officers available. The reduction of four British officers and seven British other ranks as recommended by the Economies Committee seriously restricted the scope of the Training Centre and diminished the effect of its instruction in units. The number of liaison officers at present with the 'Iraq Army is insufficient to admit of even one per unit, and the application of instruction learned at the Training Centre suffers at times from the lack of a British officer to ensure that it is properly and efficiently applied. It is therefore very much to be desired that the 'Iraq Government should realize the importance of a sufficient inspecting and instructional British staff in order that progress may not be delayed.

As regards rank and file, two years, the period for which men are now enlisted, are sufficient to train the soldier, but the effective period of service of the fully trained soldier is too short to ensure a high standard of efficiency in the unit, nor is it an economical system, as a man when trained at considerable expense is lost to the Army on completion of his term of service. It is very much to be desired that some system should be introduced under which men would pass to a reserve on completion of their service so that the value of their training should not be lost.

The British Advisory Staff and liaison officers have worked throughout in the closest co-operation and on the most friendly terms with the 'Iraqi personnel, and to this such results as have been obtained may be largely attributed.

2. Operations.

In November, 1923, and again in March, 1924, 'Iraq infantry undertook the guarding of bridges and aerodromes at certain points in the lowest Euphrates area during aerial operations. In April, 1924, a squadron of 'Iraq cavalry was called upon to assist the Police in an operation, successfully carried out, against a village near Nasiriya.

In July, 1924, began the first serious operations undertaken by the 'Iraq Army. On 19th July a column of 'Iraq Cavalry, strongly supported by armoured cars and aeroplanes, re-occupied Sulaimaniya and re-established government there. During the actual re-occupation no serious opposition was encountered, though there was a good deal of sniping. During August, however, there were frequent patrol actions, while in September the patrols were in almost daily conflict with the enemy. Sulaimaniya itself was twice attacked by hostile gatherings, but the attackers were repulsed with some loss on each occasion. Since the middle of October hostile action has been limited to sniping. Up till the end of the year, 'Iraq troops have carried out continual patrols and have co-operated with the R.A.F. by piquetting ranges which the latter had to cross in order to carry out bombing operations further afield. In these tasks both Cavalry and Infantry have taken part.

The hostilities which took place with the Turkish elements which crossed the norther frontier of 'Iraq did not involve 'Iraq Army troops. On them, however, was placed the responsibility for the Zakho area, where there was an advanced squadron of the Royal Air Force.

On the whole the way in which 'Iraq troops acquitted themselves in their first experience of warfare as a formed body may be regarded with satisfaction and speaks well for the spirit existing among the men. It is noteworthy that the period of operations has also been a period of active recruiting.

The casualties incurred to the end of the year in Sulaimaniya were 7 killed and 21 wounded.

3. Recruiting.

The total number of recruits who joined the 'Iraq Army between 1st April, 1923, and 31st December, 1924, is 8,093.

In July, 1923, the term of enlistment of the first men to join the Army expired. A very satisfactory proportion, however, re-engaged, 50 per cent. of those who had completed their two years in 1923 re-engaging for another two years while in 1924 the percentage was even higher, being 59 per cent.

Since January, 1924, the numbers of the 'Iraq Army have been maintained at the total for which budget provision has been made and at certain periods the flow of would-be recruits has exceeded requirements, so recruiting may be said to have been extremely satisfactory.

The following table shows the sources from which the Army is recruited and the approximate numbers from each source at present in the Army.

Arabs	..	..	..	..	..	..	6,097
Kurds	..	..	..	..	..	..	819
Turcomans	..	..	..	..	..	..	552

of the total approximately 70 per cent. are tribesmen and the remainder are from the towns.

It is noteworthy that in the last five months, while the 'Iraq Army has been in occupation of Sulaimaniya, ninety men have joined the Army in Sulaimaniya itself while the large majority of the Kurds in the Army are from Sulaimaniya.

The great majority of personnel is Moslem, there being only four Christians and six Jews in the Army.

4. Military Education.

1. *The 'Iraq Army Training Centre.*—The 'Iraq Military College having been abolished from motives of economy in January, 1923, the training of specialists was thereafter wholly confined to units. This plan proved to be unsatisfactory.

It was accordingly decided to open an 'Iraq Army Training Centre, organized upon the lines of the strictest possible economy compatible with thorough efficiency. This was done, the first courses beginning on 24th May, 1923.

The 'Iraq Army Training Centre, apart from the Cavalry School, deals with the instruction of officers, the training of specialists and the education of Military Cadets.

It is commanded by a Muqaddam, assisted by an Adjutant, a Quartermaster, and Officers in charge of the various branches of instruction.

It is under the general supervision, for Training and Administration purposes, of a Director, who is a British Officer, and he is assisted by British Officer Specialists.

All fresh officers, before appointment to the 'Iraq Army, are required to pass satisfactorily the Junior Commanders' Course at the 'Iraq Army Training Centre.

The following statement and description of the Courses hitherto held (from May, 1923, to the end of January, 1925), will give a comprehensive idea of the scope and aims of the 'Iraq Army Training Centre.

Numbers who completed the Course.

<i>Course and Description.</i>	<i>Officers. N.C.Os. Total.</i>		
1. <i>Senior Officers' Course (All Arms).</i> Duration : <i>Two Months.</i> Subjects : <i>Tactics, simple Staff Duties,</i> <i>Administration, and Military Law..</i>	44	—	44
2. <i>Junior Commanders Course (Infantry).</i> Duration : <i>Four Months.</i> Training of Platoon Commanders and Non-Commissioned Officers ..	167	145	312
3. <i>Musketry and Bayonet Fighting (All Arms).</i> Duration : <i>Two Months.</i> To train Instructors	25	96	121
4. <i>Signalling (All Arms).</i> Duration : <i>Six Months.</i> Only One Course held in 1924 ..	9	49	58
5. <i>Vickers Machine-Gun (All Arms).</i> Duration : <i>Three Months</i>	27	81	108
6. <i>Lewis Gun and Revolver (Infantry).</i> Duration : <i>Two Months</i>	34	58	92
7. <i>Hotchkiss Gun and Revolver (Cavalry).</i> Duration : <i>Two Months.</i> Three Courses so far held	10	26	36
<i>Grand Total for All Courses</i>	316	455	771

No mention has been made of several hundreds of recruits who were completely trained in the year 1923-24 as a separate wing of the 'Iraq Army Training Centre. Recruits are now trained at their training battalion.

The 'Iraq Military College, for the education of Military Cadets was opened in June, 1924, as a wing of the 'Iraq Army Training Centre. Cadets are accepted from the Baghdad Secondary School, the Law School, and other suitable institutions.

Certain Cadets, the sons of tribal Shaikhs, are formed into a Squad of Military Cadets and are given a separate education, suited to their standard of knowledge on arrival.

Fifty-seven Military Cadets are now in residence, organised as nearly as possible on Sandhurst lines. They have already reached a high standard of military smartness and of efficiency in their work.

Two Military Cadets have been sent to the Royal Military College at Sandhurst to take the Cadet Course there.

2. Through the good offices of His Majesty's Government, in May, 1923, one Artillery and one Infantry Officer were sent to England to be attached to units of the British Army for one year.

A Cavalry Officer was also sent to the Cavalry School at Saugor in the autumn of 1923, to undergo the full Cavalry Officers' Course there.

The greatest value was obtained by these officers and they are now being employed as instructors in their respective branches, the Cavalry Officer as O.C. Cavalry School, the Infantry Officer as Commandant of the Cadet College, and the Artillery Officer will shortly be employed in starting an Artillery School.

Another Cavalry Officer was sent to Saugor in the autumn of 1924, and one Artillery, one Engineer and two Infantry Officers to England in November, 1924. One Cadet was sent to the Royal Military College, Sandhurst, in 1924, and it is hoped to send another early in 1925.

3. *Translation.*—The necessity for economy has greatly handicapped the essential work of translation. The work has been proceeded with steadily, but the output is far below requirements. Without the necessary training manuals the training of the Army, especially of the officers, is a difficult matter, and the policy of effecting small economies by reducing the personnel of such an essential department may well prove a short-sighted one.

5. Training.

CAVALRY.

Training of Cavalry, up till the summer of 1924, was mainly individual training of men and horses, owing to the large number of recruits and remounts. Since July, operations and moves of units have hampered unit training. A very marked improvement has, however, been made in both the individual training of men and of horses.

The Cavalry School has held two courses a year for officers and N.C.O.s, during which the basis of all Cavalry training is taught. The courses are of five months' duration, with a staff ride of about 20 days at the conclusion of the course, during which both officers and N.C.O.s have been set tactical problems to solve with flag troops and flag enemy.

Sport has been encouraged and officers have shown great improvement in and keenness for this branch of the training of a Cavalryman. Several officers have ridden winners in hurdle races, the 'Iraq Cavalry won the spring handicap polo tournament, and 29 pigs have been killed pigsticking during the staff rides.

Every unit has had officers and men trained in machine-gun work, and, with a large percentage of men re-engaging, there are prospects of good progress during the coming year.

ARTILLERY.

Three Batteries of Artillery, one of Field Artillery (18-pdr. Q.F.) and two of Pack Artillery (2.75-in. B.L.) have carried on continuous training with good results. A fourth Battery has been raised, and is to be armed with the 3.7-in. Q.F. Howitzer Pack Equipment. The equipment has not yet, however, been delivered from the manufacturers. The 1st Pack Battery carried out satisfactory practice at Mosul in the spring of 1924, while the Field Battery and 2nd Pack went to practice-camp near Baghdad in December. The drill was good and the officers showed that they had to a very great extent assimilated the new methods, despite the handicap imposed on them by the lack of translations. This lack has been met to some extent by lectures and notes, but the lack of official Artillery publications in Arabic is keenly felt.

Two more Batteries of 3.7-in. Q.F. Howitzer are under order, and when they arrive will replace one or both of the existing 2.75-in. B.L. Batteries.

The period of service, two years, is really too short to train N.C.O.s in the Artillery, but a considerable number of men re-engage for another two years, and N.C.O.s are found from these.

The keenness of the officers of the Artillery is a particularly encouraging sign, and there are no grounds for any despondency as to the future of this arm.

INFANTRY.

Generally speaking considerable improvement has been made in Infantry units of the 'Iraq Army during the period under review but, unfortunately, for reasons that will be stated later, the progress made is not entirely satisfactory.

A fairly high standard has been attained in individual training and some progress has been made in Musketry, especially as far as Vickers and Lewis Gunners are concerned, but as yet insufficient advance has been made in progressive combined training, which defect may be attributed mainly to the following causes:—

- (1) The period of two years' service of the rank and file is insufficient, except under the most favourable conditions, which do not exist in 'Iraq.

- (2) The exigencies of the service have necessitated the splitting up of battalions and constant moves, which, coupled with adverse weather conditions, has rendered it difficult to adhere to the programmes of training drawn up at the beginning of the year. Until the last six months no Battalion Commander has had his Battalion concentrated for any length of time, progressive and systematised training being thus seriously handicapped.
- (3) A heavy and constant wastage throughout the period has occurred in all units, due to N.C.O.s and men taking their discharge on completion of their term of service, transfers and other causes, vacancies being filled as they occurred by the posting of raw recruits direct to units. Infantry Depots have now, however, been started which will undertake the training of all recruits.

COURSES.

Officers and N.C.O.s were sent to attend courses of instruction at the 'Iraq Army Training Centre.

Much benefit has undoubtedly been derived from these, but it is recommended that they be held only in the non-training season.

In conclusion, one improvement is very noticeable in all Infantry units, and that is the added zest, keenness to learn, and alertness displayed, with few exceptions, by all ranks. If this spirit is maintained and better facilities are afforded for training, satisfactory progress may be anticipated in the coming year.

6. Strength : 31st December, 1924.

Strength of Combatant Units on 31st December, 1924 :—

	Officers.	Other Ranks.	Remarks.
King's Bodyguard ..	5	165	
1st 'Iraq Cavalry ..	23	439	
2nd 'Iraq Cavalry ..	23	377	
3rd 'Iraq Cavalry ..	19	405	
4th 'Iraq Cavalry ..	19	228	Depot Regiment.
1st Field Battery ..	6	145	
1st Pack Battery ..	6	201	
2nd Pack Battery ..	6	163	
3rd Pack Battery ..	6	112	Waiting for guns from U.K.
1st 'Iraq Infantry ..	27	677	
2nd 'Iraq Infantry ..	24	645	
3rd 'Iraq Infantry ..	29	648	
4th 'Iraq Infantry ..	28	683	
5th 'Iraq Infantry ..	29	1,255	Depot Battalion.
6th 'Iraq Infantry ..	18	155	In formation.
1st Transport Company	4	213	
2nd Transport Company	4	239	
	276	6,750	

7. Ordnance Services.

The Regulations for the Ordnance Services are based on those of the British Army, with certain modifications to suit local conditions.

Ordnance repair shops exist and deal with all minor repairs which are carried out there. Provision of skilled labour has been a difficulty, but the Government of India has consented to allow men to be trained in India, which will eliminate this difficulty in the future.

As regards supply of clothing, stores, etc., the provision of all articles possible to obtain locally is open to local tender. Articles purchased in the United Kingdom, including all arms, ammunition and vehicles, are purchased through the Crown Agents for the Colonies, whose assistance to the 'Iraq Army has been invaluable.

The arms and equipment of the Army are all of British pattern to facilitate replacement.

8. Budget (1923-24 and 1924-25).

The Budget for the year ending 31st March, 1924, was originally Rs.66,52,326, but consequent upon authority being received for an increase of strength, a supplementary budget was prepared amounting to Rs.13,97,012. This brought the total for the year to Rs.80,49,338.

A saving was effected on this of Rs.1,50,000.

For the year ending 31st March, 1925, the Budget provision was Rs.118,00,000, on which it is estimated that a saving of about Rs.10,00,000 will be made.

VI. MINISTRY OF COMMUNICATIONS AND WORKS.

1. Organization and Scope.

ORGANIZATION.

During the whole period the Ministry exercised control over, and was responsible to Government for, the activities of the Departments of Irrigation, Posts and Telegraphs, Surveys, Public Works and Antiquities.

The Department of Railways was placed under the administrative control of the Ministry with effect from 1st April, 1923, although the railways remain the property of His Britannic Majesty's Government.

The Irrigation Training College, founded in 1921, was reconstituted to train engineering subordinates for all technical departments of Government and was renamed the School of Engineering and placed under the direct control of the Ministry with effect from 10th October, 1923.

ACTIVITIES OF THE MINISTRY.

In addition to the ordinary administrative control exercised over the various departments, the Ministry has been occupied in negotiating, with applicants, the concessions mentioned below :—

- (a) *The Turkish Petroleum Concession*, concerning which negotiations are still proceeding.
- (b) *The Baghdad Tramway and Electric Concession*, regarding which negotiations are still proceeding.
- (c) *The Asfar Concession* for the development of Irrigation and cultivation within defined areas on the Diyala and Euphrates Rivers. The Convention was concluded on 10th July, 1924, and preliminary work has already begun, although the 'Iraq Government has not yet finally approved the financial status of the Companies formed to work the concession, as is required by the terms of the Convention.
- (d) *An Electrical Concession for Karbala*. Negotiations are practically complete and a temporary licence has already been issued to enable work to be begun.
- (e) Licences have been issued for the installation of water supplies by private enterprise in Kadhimain and Mu'adhham.

GENERAL.

The Ministry controls the activities of the Baghdad Water Board, instituted on 1st April, 1924, to manage the water supply undertaking of the city of Baghdad and to carry out the improvements and extensions to that installation.

The following Laws have been presented to the Council of Ministers by this Ministry and have become Law :—

- (a) Postal Money Order Law, 1923.
- (b) Postal Parcels Law, 1923.
- (c) Telegraph Money Order Law, 1923.
- (d) Irrigation and Bunds Law, 1923.
- (e) Baghdad Bridges Protection Law, 1924.
- (f) Postal Rates Amendment Law, 1924.
- (g) Postal Exports Prohibition Law, 1924.
- (h) Postal Money Order Law, 1924.
- (i) Irrigation and Bund Amendment Law, 1924.
- (j) Antiquities Law, 1924.
- (k) Baghdad Water Supply Loan Law, 1924.

2. Irrigation Directorate.

ORGANIZATION.

At the opening of the period under review the Irrigation Department consisted of three sections i.e. :—(i) Construction and Maintenance, comprising three Executive Divisions and one Executive Subdivision and the central control of Headquarters ; (ii) Surveys Division ; and (iii) the Irrigation College

The College was inaugurated in the year 1921, with a view to training 'Iraqi Engineers for the Irrigation Department. Later, however, it was decided that the College should be re-organized for the purpose of training 'Iraqi Engineers for all technical departments of Government. On this decision it was transferred for administrative purposes to the Ministry of Communications and Works in October, 1923.

Yet another change occurred in the organization of the Department, namely, the foundation of a new Executive Division, the responsibility of which would be the control of all river protection work on the Tigris River from Farhatiyah to Kut, a distance of approximately 225 miles of river. This new Division, incorporating two Sub-divisions of the Baghdad Division, was opened in November, 1923.

LAWS.

Addenda and amendments to the Law for the control of Irrigation and Bunds, 1923, were approved and passed by Government in February and December, 1924.

ALLOTMENT.

The budget allotment for the Department, excluding that for the Irrigation College, was Rs.41,17,172, which included special allotments amounting to Rs.9,15,000 granted during the year to meet heavy expenditure incurred mainly as a result of the floods on the Tigris and Euphrates Rivers. The allotment for the preceding year was Rs.38,68,435.

WORKS.

Tigris Floods. In the early part of the year the Department was faced with the problem of draining the 200 odd square miles of land inundated as a result of breaches in the Tigris flood banks north of Baghdad. Twenty-five acres of crop were destroyed, as was the race-course north of Baghdad.

For the purpose of draining the vast area under water a channel capable of discharging approximately 50 cusecs was cut through Tall Muhammad, situated east of the Eastern Bund and at the junction of the Civil and Military Cantonments. This was completed on 14th May, 1923. The Diyala flood bank was also cut on that date to permit of an escape to the Diyala River. The river level prevented the opening of the escape earlier.

Under the guidance of this Department the municipality carried out flood protection measures as far as the City Bund, protecting Baghdad on the east. Work on the closure of the breach at Daudiyah started on 24th March, 1923, the flow was stopped on 28th March, 1923, though the damage to the flood bank was not completely repaired till 8th April, 1923.

Euphrates Floods.—The Euphrates, usually a gentle and well-behaved stream, burst its flood banks at Sirriyah on 23rd May, 1923, at the time when the Department was fully occupied with the Tigris floods. Several large breaches had previously occurred, causing much damage to crops, and the Sirriyah Bund which closes the old Saqlawiyah Canal Head, was considered a weak place, inasmuch as it has breached several times. Owing to the continued high flood, piping started at this point of the flood bank. With a head of water of about 30 ft. and heavy seepage the foundation of the bund was soon washed away, resulting in the total collapse of the bund for a length of approximately 200 metres. Within 24 hours of the breach, the discharge into the 'Aqarquf Lake had risen to 25,000 cusecs; it was therefore impossible to close it and all attempts were postponed until the river level had fallen. The postponement of the closure did not, however, relieve the Department of its anxieties and responsibilities. Work on the repairs and strengthening of bunds protecting Kadhimain on the north, the Aleppo Road on the south, and the Hilla Road on the east, was immediately started, as was the closure of all drainage culverts through these bunds to the lake.

The area inundated was approximately 335 square miles, which included practically the whole of the Saqlawiyah Canal system. Considerable damage was done to crops, resulting in depreciated revenues and heavy expenditures in repairs.

Work on the closure of the breach at Sirriyah began on 31st July, with the construction of a temporary dam across the channel. On its completion the construction of a permanent dam and flank bunds was undertaken. This involved heavy expenditure on earthwork, to a large extent due to the fact that earth suitable for the construction of a protection dam was not obtainable within reasonable reach of the work. Trees have since been planted along the river side of the dam partly to assist consolidation but chiefly to prevent erosion by wave action.

EUPHRATES DIVISION.

The replacement of the old gates at the Hindiya Barrage was continued by the installation of Stoney gates in the right bay, thus completing two-thirds of the work in this connection. Advantage was taken of the opportunity afforded by the sheet pile cofferdam, essential for the installation of the new gates, to replace the badly scoured brick floor of the right bay by a concrete floor. In addition to these works, extensive repairs, including the cement gunning of all exposed brick faces, were executed on the barrage.

An extension to the Baghdad-Musaiyib Railway line to Karbala, undertaken by the 'Iraq Railways Department, necessitated the demolition of several of the barrage buildings and the clearance of a site to permit of the railway track running through the barrage yard. To replace the demolished buildings the construction of a workshop, power house, general store and cement store was undertaken.

An accident took place at the Hindiya Barrage on 7th July, 1924, and resulted in the collapse of the middle section of the subsidiary weir. This section of the weir was in a dangerous condition before the accident and would in any case have had to be repaired. The damage done was made good and at the same time half of the floor of the middle bay reinforced by a layer of reinforced concrete.

Attempted repairs of a large scour hole in the west section of the downstream apron was rendered impossible by an unprecedented flood that came down on 1st December, 1924, and washed out all the work.

Control works on the Bani Hasan Canal, including silt clearance and the construction of a regulator at the head of the Shatt Mulla, were undertaken. With the exception of minor details this regulator has been completed.

General maintenance works were carried out in connection with canals and buildings within the division.

BAGHDAD DIVISION.

With a view to accommodating cultivators of the Mahmudiya Canal and the Janabiyin tribe, the Shaishubar Canal was proposed as a distributing canal taking off the Yusufiyah Canal. The Mahmudiya Canal runs nearly in the line of one of the secondary drainage lines and is doing great damage to the land by water-logging the area. A survey was completed, the canal designed, and earthwork on the canal began during the year under review.

Canal development works were carried out on the Yusufiyah Canal and its distributaries. A cadastral survey of the holdings on the Yusufiyah Canal has been completed. The silt clearance and general maintenance works on the different canals were satisfactorily carried out.

A system of water rotation has been introduced on the Yusufiyah with the result that nearly 50 per cent. of the water has been economized and the irrigation greatly improved.

An experiment, which has proved very successful, was made on the Jaibaji Distributary by the installation of Kennedy Modules in place of small regulators. The object of these installations was to prevent tampering with the water supply and incidentally wastage of water. As regards the canals and masonry works in the Ba'quba area, general repair and maintenance works only were carried out.

AMARAH DIVISION.

Repairs to the Butaira Regulator have been made, in addition to the carrying out of general repairs and maintenance works.

SAQLAWIYAH SUBDIVISION.

The construction of a temporary dam, permanent dam and flank bunds, involving earthwork construction to the extent of approximately 360,000 cubic metres, was carried out at Sirriyah by the Saqlawiyah Subdivision.

The repair of work damaged as a result of the breach involved approximately 217,000 cubic metres of earthwork. After the completion of the repairs several of the works originally proposed were undertaken.

DAGHARAH BARRAGE SCHEME.

Plans and estimates of this scheme have been prepared and are now under the consideration of Government.

The Dagharah regulators will by rotation between the Dagharah and Diwaniya branches of the Hilla Canal greatly improve conditions over a very large area. At present, although the water in the branches is sufficient for the available population, the ground level is so high that the water cannot be got on to the land. By rotating and forcing the whole of the available water down each branch in turn, the water level will be raised high enough to give good command over the land.

The effect of these regulators should be the complete pacification of what is now one of the most turbulent areas in the country.

SURVEYS DIVISION.

Of the more important surveys undertaken the following are worthy of mention.

The Habbaniya Lake Contour Survey.

Two survey parties began work on this area early in September, 1923. As a result of the survey which was completed in February, 1924, and of investigations carried out by the parties, the following interesting details are made available.

The flood waters of the Euphrates will be poured into Habbaniya by means of a great inlet canal at Ramadi. This canal will have a discharging capacity of 47,000 cusecs and will fill the lake up to reduced level 48.00. To enable the excess waters of the river, which the lake cannot hold, to be disposed of, a waste canal will be constructed from Habbaniya to Abu Dibis, a great depression lying to the south of the Habbaniya. The water stored in Habbaniya will be returned to the river by means of an outlet

canal near Dhibban, about 20 kilometres upstream of Falluja. The water stored in Habbaniya will be sufficient for the annual cultivation of 312,000 acres of cotton, 312,000 acres of cereals and 312,000 acres of barsim. The useful contents of Habbaniya which can be used for irrigation are 255.3 milliards of gallons. For centuries the water of the Euphrates has been spilling periodically into Habbaniya, evaporating and leaving its salts behind. The result is that the saline concentration of the lake waters is so strong as to render them unfit for the raising of crops. The lake will therefore have to be washed for two or three years before its stored waters can be utilized. The waste canal to Abu Dibis will be used for washing the lake. It is estimated that there are 2,238,000 tons of salt in Lake Habbaniya at the present time.

Sharqat Canal Survey.

Field work on this survey began in November, 1923, and was completed in February, 1924. The plotting of plans and the compilation of data was still in progress at the end of the year.

Euphrates Left Bank Survey.

A party has been engaged on this survey.

The Ishaki Canal Survey.

This survey was started early in the last month of the year.

Shamiya Contour Survey.

This survey, which includes a hydrographical survey of the Haur Huwaiyah and Ibn Najm, was begun in February, 1924.

Bani Hasan and Husainiya Surveys.

These surveys are being undertaken with a view to remodelling these canals and providing drainage.

Shatt Al Hai Survey.

This survey is being undertaken to permit of an improvement in the water control.

ASFAR CONVENTION.

The most important event of the period under review was the completion of the Convention between the Government and Dr. Najib Asfar for the Diyala and Euphrates Concessions.

Sir Thomas Ward, ex-Inspector-General of Irrigation, India, was the Irrigation expert for the Concessionnaires. This Department placed before him its recommendations for, together with all available information on, the two schemes. As the result the Concessionnaires asked for and obtained concessions for both the schemes.

The Euphrates Scheme will utilize water stored in the Lake Habbaniya to irrigate annually 312,000 acres cotton, 312,000 wheat, 312,000 barsim.

The Diyala Scheme will utilize waters to be stored in a vast reservoir of a total capacity of 635.5 cubic feet in millions. This reservoir will be made by constructing a dam about 100 feet high and 9,200 feet long across the Diyala river where it enters the Jabal Hamrin at the end of the Qizil Ribat Valley.

The stored waters will be returned as required to the Diyala below the dam and about half a mile downstream at the point where the Diyala debouches from the Jabal, the water will be raised by means of a pick up weir and turned into an immense canal system covering the whole area between the drainage of the Shatt al 'Adhaim, the Jabal Hamrin and the Tigris from Dokhalah to Kut.

It is expected that an annual area of 500,000 acres of cotton, 500,000 acres of wheat and 500,000 acres of barsim will be obtained when the scheme is completed. The Concessionnaires will begin by inaugurating small experimental areas on the Diyala and the Euphrates in order to ascertain the yield per acre of cotton when grown on a commercial basis. The Concessionnaires have already started operations on the Mahrut Canal, where it is intended to cultivate an area of about 500 acres next season. Ploughing has begun.

The Euphrates Scheme is an elaboration of the scheme originally recommended by Sir William Wilcox. But the Diyala Scheme is entirely the conception of this Department and is the one that found most favour with Sir Thomas Ward, hence it is the scene of the first operations of the Concessionnaires.

DRAINAGE.

The necessity for the construction of the drainage system of the perennial canals has been consistently urged for the last three years by this Department. The Government has been warned time and again that the land is being ruined for lack of drainage and repeated applications have been made for funds to begin drainage works, especially on the Saqlawiyah system which is in urgent need of an efficient drainage system. Plans and estimates have been prepared and submitted to Government for the Saqlawiyah drainage system. But so far the high cost of the drainage works has prevented their execution.

The Shaishubar Distributary has been remodelled to command an extra area of 3,500 hectares and will when completed replace the wasteful and bad Mahmudiya Distributary and irrigate annually an area of 6,085 hectares.

3. The Iraq Railways.

The full Administration Report for the 'Iraq Railways for the financial year 1923-24 has already been published separately; the following report condenses greatly the matter contained therein and, further, contains a general report on the working up to December 31st, 1924. It is impossible, owing to the fact that the financial year does not end until 31st March, 1925, and that therefore the accounts up to and inclusive of December, 1924, are not available, to give any detailed report on the results of working for the period April to December, 1924.

GENERAL SUMMARY.

1923-24.

General Summary and Results of Working.

The following statement brings out the more important features of the operation of the Railways during the financial year, 1923-24.

1. Mileage open on 31st March :—				
Route mileage	..	..	..	733·49
Track mileage	..	..	..	965·49
2. Earnings	..	..	..	Rs. 108,24,463
3. Earnings per train mile	..	..	..	Rs. 17·52
4. Expenses	..	..	..	Rs. 100,26,633
5. Expenses per train mile	..	..	..	Rs. 16·23
6. Net earnings	..	..	..	Rs. 7,97,830
7. Percentage of expenses to earnings	..	..	..	92·6
8. Capital expenditure	..	..	..	Rs. 15,38,180
9. Number of passengers carried	..	..	..	498,522
10. Passenger miles	..	..	..	51,373,931
11. Average journey	..	..	..	103
12. Average rate charged per passenger mile	..	..	..	0·98 annas
13. Tons of goods carried :—				
Revenue earning	..	..	..	357,525
Total	..	..	..	400,525
14. Average haul	..	..	..	194
15. Average rate charged per ton of goods per mile	..	..	..	1·46 annas
16. Number of employees	..	..	..	7,836

New Construction.

The line from Hindiya across the Euphrates Barrage to Karbala was constructed and opened in December, 1923, by H.M. King Faisal. The chord line from Makinah to Taubat was completed, opened to traffic, and the portion of the old line from Shu'aiba to Makinah closed to traffic. A branch line from the existing line to Basra City was constructed and opened.

Replacement of Bridges.

The construction of a permanent bridge across the Euphrates, in replacement of the temporary timber structure at Imam 'Abdullah was practically completed.

Accidents and Breaches.

One serious accident on the Metre Gauge has to be recorded when a train was derailed, owing to a small breach in the line, and carriages and wagons were piled up. Three lives were lost, and the injured totalled 27.

The year opened with serious floods which damaged portions of the Railway banks and seriously endangered the bridge across the Diyala at Qaraghan.

Minor breaches were experienced on the Ur Junction-Makinah section, the worst being in December when long stretches of the line were damaged.

Grain Traffic.

Grain traffic showed a large improvement as against the previous year, mainly due to large consignments from the Mosul area.

Passenger Traffic.

Passenger traffic fell considerably as compared with the previous years, due mainly to restricted pilgrim movement from Persia and to cholera restrictions in 'Iraq.

Cholera.

The cholera epidemic which involved prohibition of the movement of third-class traffic on the Basra-Baghdad line, and later on the Sharqat line, seriously affected the Railway revenues.

Propaganda.

Serious efforts have been made to advertise the Railways, both in this country and overseas. The Bombay Agency has kept in touch with Indian pilgrim centres, and the sale of tickets in India was commenced. Similarly, advertising has been carried out in Persia by the issue of pamphlets and posters.

Agencies.

Arrangements have been made with Messrs. Thos. Cook and Son for the sale of Railway tickets all over the world. That firm has also advertised tours in 'Iraq in their Travel Gazettes.

Arrangements have also been made in 'Iraq for the issue of tickets in conjunction with more extended tours to Persia and to Syria.

Publications.

A complete revision of the Goods Tariff was issued in August. Departments have also compiled and issued manuals for the guidance of their respective staffs.

A revision of the General Rules for working the Railways was also put in hand, but the work is considerable, and publication cannot be made until well into next year.

Up to December, 1924.

New Construction.

Work has been begun on the extension of the Railway from Kingirban to Kirkuk. The linking up of the line between Hindiya and Khan Mahawil has been completed.

Bridges.

The new Imam 'Abdullah Bridge was completed and opened to traffic on 7th September, 1924. Work has been commenced on the replacement of the temporary Barbuti Bridge.

Grain Traffic.

There has been practically no grain for export, and the traffic in this commodity, which figured so largely in the working of last year, has been restricted to carriage to the large consuming centres in 'Iraq itself.

GENERAL ADMINISTRATION.

Transfer of Administration to 'Iraq Government.

In May, 1923, it was decided to transfer provisionally the administration of the railways from His Britannic Majesty's Government to the 'Iraq Government. The period was for three months dating from 1st April and during that period the 'Iraq Government accepted liability for any deficit that might occur in revenue working. This experimental period was extended up to 30th September, and later to the end of the financial year. As a result of this transfer the railways came directly under the Minister of Communications and Works for all matters other than those connected with the accounts and detailed working-of the previous years.

CAPITAL EXPENDITURE ON NEW WORKS.

Amount Spent.

The total expenditure on capital account was Rs. 15,38,180/1/- and at the close of the year there was a balance to the credit of capital account of Rs. 81,273. The major items were :—

<i>Work.</i>	<i>Amount spent.</i>
	Rs.
1. Extension of Musaiyib line over barrage ..	1,47,354
2. Completing Khanaqin City extension ..	83,922
3. New approach to wagon ferry	1,25,275
4. Karbala extension	3,58,124
5. Imam 'Abdullah bridge	4,91,188
6. Hindiya-Khan Mahawil line	83,169
7. Completion of works begun in 1922-23 and not accepted by H.B.M.G.	1,38,977

Extension of Line across the Barrage.

During last financial year the Musaiyib line had been constructed and extended to touch the river upstream of the barrage, and a beginning had been made in further extending the line so as to cross the barrage itself and provide a jumping-off point for the Karbala line.

Although only a short length of line, this extension involved difficult constructional work.

At the outset a bridge with an opening span, to allow of the passage of river craft, had to be built over the Hilla Canal. This was designed to be a bridge consisting of three fixed and one swing spans, carried on steel trestles, but as it was found that there was a likelihood of the alignment of this canal being altered in the near future, it was decided to put in a temporary structure composed of seven spans on wooden pile trestles.

After leaving the Hilla Canal the line crosses the Jorjiyah Canal with a bridge of one span of 60 ft. clear.

Beyond the Jorjiyah Canal the line bifurcates, one branch swinging to the left down to "Jackson's Wharf," on the downstream side of the barrage, where a loop is laid to serve the traffic coming upstream.

The right-hand line, which forms the main line to Karbala, proceeds across the barrage.

Over the lock is placed a lifting span of 26 ft. clear, worked by hand.

The barrage itself is crossed by 36 spans of 19 ft., the girders being so arranged that no weight can come upon the arches forming the barrage, all weight being borne on the intermediate piers.

The whole barrage is floored with wood planks so as to allow of road traffic.

Karbala Line.

The construction of the Karbala line began in July, 1923, but from the outset trouble was experienced with labour. Not only was the work carried out at the hottest time of the year, but there was difficulty in obtaining labour during the cholera epidemic.

It was intended to cross the old Euphrates bed just beyond the barrage, but owing to the season of the year in which sanction was obtained, this could not be done as the bed was full of water. A diversion had therefore to be put in which it is proposed to eliminate later, when the bank can be thrown across the old river bed.

The first bridge of importance is that over the Bani Hasan Canal, three spans, 20 ft. This bridge also could not be undertaken at that season as the canal could not be emptied to allow of the foundations being put in and a temporary bridge on a diversion had to be made.

The next bridge consists of one span of 60 ft. over the Husainiya Canal. To build this it was decided to divert the canal and this was done. There was, however, much difficulty in the foundation work due to the percolation of the water from the canal.

There are no other bridges of any size, but the line throughout is intersected by numerous irrigation channels, all of which had to be accommodated with culverts.

There is one intermediate station at Imam 'Aun, which is a place visited by most pilgrims either on their way to or from Karbala.

Karbala station is situated on the borders of the desert to the west of the town. This site was chosen with a view to the probable extension of the line to Najaf.

At Karbala station arrangements have been made for the comfort of pilgrims and a water supply for their use is being installed.

The line was formally opened by H.M. King Faisal on 10th December, 1923.

Imam 'Abdullah Bridge.

The Imam 'Abdullah Bridge is the first of the proposed permanent major bridges to be undertaken to replace the temporary wooden structures put in during the war.

It was decided to begin with this bridge as the timber work in the temporary bridge was in a poor condition, and it had also been badly damaged during the 1920 rising.

The new bridge is situated just downstream of the temporary bridge and consists of six spans of 100 ft. resting on concrete piers with well-foundations sunk to a depth of 30 ft. below low-water level.

Basra City Line.

This project had been under consideration early in 1922, but shortage of funds prevented the work being put in hand.

The alternative alignments were to the Zubair Gate or along the existing road to the Baghdad Gate. Permission having been given for the use of the existing road as the railway alignment, it was decided to adopt the latter alternative. The work was sanctioned in July and completed in January. The length is under two miles, but three bridges had to be erected over tidal creeks

Khan Mahawil-Hindiya Barrage Connexion.

With the opening of the Karbala line in December, a start was made in linking up Hindiya and Khan Mahawil in order to bring Musaiyib and Hindiya on to the main line; to discard the portion of the line from Khan Mahawil to Mufraq, which is subject to inundation by sand; and, finally, to improve the train services to and from Karbala and Musaiyib.

PROGRAMME.

To December, 1924.

The programme of Capital Works for the year 1924-25 is as follows :—

	Rs.
1. Completion of the Khan Mahawil loop line	22,574
2. Staff Quarters at New Workshops, Shalchiyah	90,622
3. Erection of Workshops, fencing and sidings at New Workshops, Shalchiyah	2,10,263
4. Completion of the Karbala Extension	31,520
5. Completion of New Imam 'Abdullah Bridge	22,179
6. Construction of New Barbuti Bridge	4,83,439
7. Purchase of New Machinery for Workshops, Shalchiyah	71,000
8. New Khirr Canal Bridge	67,979
9. Transit Khan at Baghdad North Station	28,512
10. Extension of line from Kingirban to Kirkuk, approx.	25,00,000

The final estimates for the Kirkuk extension are not yet complete.

The total of the above programme is Rs.35,28,088.

In addition to the above programme there is provision to be made for repayment of a portion of the loan from the Anglo-Persian Oil Company for the Khanaqin construction. The amount of repayment is determined by a percentage of their freight bills payable, and it was estimated to be Rs.1,10,000 for the year. For the first half of the present year the firm's bills have been considerably larger than in the past and it is possible a greater amount may have to be repaid, but it is impossible to say definitely.

The total expenditure is therefore Rs.36,38,088 and to meet this there was anticipated to be the following funds available :—

(a) Surplus of revenue over expenditure at the end of 1924-25	Rs. 6,62,299
(b) Carry over from capital account of 1923-24	81,273
(c) Loan for Barbuti Bridge	4,00,000
(d) Loan for Kirkuk Construction ..	25,00,000
Total Rs. ..	36,43,572

Kirkuk Line.

Progress in the construction of the extension to Kirkuk has been hampered by the extreme shortage of labour. The line was opened for a restricted public service as far as Tuz, 24 miles, on 11th December, and work is nearing a state fit for opening as far as Iftaghar, 40 miles approximately. Work is in hand beyond this point but there is a considerable amount of earthwork and heavy bridging yet to be completed. The foundations and piers for the long bridges across the Aq Su and Tauq Chai are nearly completed.

Permanent Bridges.

The Imam 'Abdullah was completed and opened to traffic on 7th September, 1924. The new Barbuti Bridge construction has been delayed owing to the non-arrival, until late in the available working season, of the well-curbs from England. Work is now actively progressing and all materials are at the site. Good progress is also being made on the permanent bridge over the Khirr Canal.

Completion of Works begun in 1923-24.

The few remaining works necessary on the Karbala line, and on the connexion between Hindiya and Khan Mahawil have been completed.

New Workshops.

Work has been begun on the erection of more of the sheds at Shalchiyah and of staff quarters.

Machinery has been transferred from Shu 'aiba and is now in course of erection, together with other new machinery lately purchased.

The new workshops will be ready for taking over the majority of the locomotive and carriage work early in the new year. Much still remains to be done, however, in the erection of further shedding and in the provision of quarters and offices.

A new warehouse for the storage of goods in bond and in transit has been constructed and brought into use at Baghdad North Station.

EARNINGS.

1923-24.

General Review.

The earnings of the Railways are dependent (1) on the general prosperity of the country which in the case of 'Iraq is most easily measured by the agricultural position and the returns of transit trade; (2) on the volume of traffic resulting from the British Army of Occupation; (3) on the passenger traffic movements to and from the Holy Shrines; and, lastly, on the intensity of competition on other routes and by other services.

These various factors have operated in diverse ways during the year under review, and in addition an extraordinary factor was introduced during the summer of 1923 in the shape of enforced restrictions on travel resulting from the cholera epidemic.

The agricultural position improved considerably, and the exports of grain increased with the result that the total tonnage of grain carried by rail went from 91,469 tons in 1922-23 to 126,577 tons in 1923-24. This total tonnage carried does not, necessarily, represent the amount railed into Basra; it is the total of grain bookings on the railway, that is, grain booked from Sharqat to Baghdad and later rebooked to Ma'qil would be counted twice—the approximate quantity railed to Ma'qil was 85,000 tons in the year. Much of this increase was due to the stimulation of export from the Mosul areas, for which considerable credit rests with the Railway Department, which actively assisted in the organization and control of the land transport.

On the other hand, although the total tonnage of grain moved increased, there was a severe drop in the total tonnage moved during the year, the respective figures being (approximately) 700,000 tons and 400,000 tons.

This large decrease relates to the second factor above, as it is mainly accounted for by curtailed movements of Army stores and supplies as a result of the considerable diminution in the strength of the Forces.

Coaching receipts were disappointing, partly as the result of enforced restrictions, and partly on account of road competition and the failure of the Persian Pilgrim movements. It has always to be remembered, however, that there has undoubtedly been a contraction in average individual wealth throughout Iraq since the days immediately following the war and the 1920 disturbances, and this has meant that there has not been the money to spend on travel about the country. Until such time as general development of the country has had time to take effect, it is quite probable that this feature will be increasingly prominent.

Finally, competition has been severe throughout the year.

Actuals compared with Budget.

The comparison of the budgetted figures with actuals is as follows :—

	Budgetted.	Actual.
	Rs.	Rs.
Coaching	48,10,000	40,24,257
Goods	73,84,000	63,63,009
Miscellaneous	2,02,000	4,37,197
Total	123,96,000	108,24,463

The most serious decreases were in Military and R.A.F. goods traffic which was estimated at Rs.18,72,000 and only realised Rs.10,82,799, and in public coaching which fell from an estimated Rs.39,26,000 to Rs.30,04,812.

Public goods traffic compared as follows, Rs. 55,12,000 budgetted and Rs.52,80,210 realised.

Coaching Report Traffic.

Public coaching traffic, which showed a drop of Rs.9½ lakhs in the year on the budgetted estimates, was most adversely affected by the restrictions imposed, first on the Basra-Baghdad sections and later on the Baghdad-Sharqat and Khanaqin sections, as a result of the cholera epidemic. From 16th August, 1923, the booking of third-class passengers to and from Makinah was stopped, and on the 24th August, third-class booking on the Sharqat line was forbidden. These are the official prohibitions, but the presence of the severe epidemic naturally, of itself, militated against passenger movement all over the country. Further, this epidemic, added to the results of the unfortunate political situation, effectively stopped the flow of pilgrims from Persia. The total number of passes issued to pilgrims in

Kermanshah for travel to 'Iraq in the year was 6,818 only, and during the months of September, October and November the numbers were 97, 66, 146 respectively. For the first six months the average monthly was 1,033, whereas for the remainder of the year the average was 104 only.

The following figures abundantly illustrate the disastrous effects of these curtailed movements.

Approximate weekly average earnings from public coaching :—

	1922-23.	1923-24.
	Rs.	Rs.
July	46,000	50,000
August	54,500	45,000
September	63,000	42,000
October	94,000	48,000

Whereas in July, 1923, the average was above that in 1922-23, the following months gave a progressive decline instead of a substantial increase, and the month of October, usually a lucrative month due to festivals, was no less than Rs.46,000 a week in defect.

The effect of road competition has also been felt in much the same way as other countries since the war.

The total number of passengers carried in the year was 498,522 as compared with 592,862 carried in 1922-23.

Goods Traffic.

Goods traffic receipts, as indicated above, showed a drop of approximately Rs.10 lakhs from the budgeted figure, but of this, Rs.8 lakhs was due to a fall in military and R.A.F. bookings. The number of tons carried during the year was 400,525, and the following were the principal commodities dealt with :—

	Tons.
Barley	58,302
Wheat	61,313
Rice	6,968
Sugar	19,595
Tobacco	2,911
Tea	3,352
Vegetables	2,265
Fresh Fruits	7,997
Cotton Piece Goods	22,422
Mixed Consignments, including Haberdashery, Attari, Miscellaneous Goods	38,531
Iron and Machinery	6,779
Juss	36,624
Bricks	12,758
Shingle	8,215
Petrol	6,990
Kerosene Oil	11,439
Dates	13,592
Military Stores	27,464

The grain traffic, which provides the largest of the yearly bulk movements, was successful, and the results of controlling and assisting the land transport between railhead and Mosul, which was initiated the previous season, provided an important factor.

More grain was carried on the Sharqat line to Baghdad than ever before, and by providing facilities in Baghdad for free storage pending sale or onward despatch, it was possible to secure the bulk of this grain for carriage by rail to Ma'qil.

Competition with the river services in the downward direction, however, from Baghdad, for this traffic was unduly severe and ridiculously low rates were quoted by steamer owners, with the result that the rate from Baghdad by rail had to be reduced correspondingly, though never to such a low level. Considerable quantities of grain arrived by Kalak, and for such traffic the railways had no means of competing. Kalak borne traffic will continue until such time as railway extensions enable the grain and wool producing areas of Altun Kōpri, 'Arbil, etc., to be tapped; this, it is hoped, will mature in the near future.

To end December, 1924.

The only complete figures available are those for the ten months ending 30th November. The actual and budgetted figures compare as follows :—

		<i>Budgetted.</i>	<i>Actual.</i>
		Rs.	Rs.
Coaching	.. ..	28,46,666	24,67,205
Goods	.. ..	42,42,000	35,17,628
Miscellaneous	.. ..	2,92,802	2,76,622
		<hr/>	<hr/>
Total	.. ..	73,81,468	62,61,455

Coaching Traffic.

The early months of this financial year were disappointing for both civil and military bookings, but the later months have shown a welcome improvement, so much so, in fact, that the total of civil coaching to date exceeds that for the corresponding period last year.

This is mainly accounted for by the Karbala extension and improvement in the service to Hilla and Musaiyib.

Pilgrim traffic from Persia is still suspended however.

Goods Traffic.

The returns from public goods traffic were, for several months, most unsatisfactory, but, in spite of the lack of large bulk movements of grain, there has been a distinct improvement latterly. There have been large exports into Persia and the railways have not been subjected to the same amount of road competition as previously.

There have been many difficulties in arranging and controlling the transport from Khanaqin to Qasr-i-Shirin owing to the restrictions imposed by the Persian Government in the way of taxes and to the commandeering of transport for military purposes. The worst feature is the complete collapse of grain export, the results of which are clearly indicated by the following figures showing the total quantity of grain carried into Basra up to the end of November, 1924, compared with the same period last year.

				Tons.
1924	..	..	..	6,514
1923	..	..	..	60,306

WORKING EXPENSES.
1923-24.

General.

The total working expenses for the year were Rs.100,26,633 compared with a budgetted figure of Rs.116,28,884 and with Rs.130,47,386 the actuals for 1922-23.

Principal heads of Expenditure.

In order to show how the money goes, the following statement has been drawn up which divides the total figure over the principal heads of expenditure :—

	Rs.
1. Superintendence and Supervision ..	17,66,718
2. Direct operation Staff charges (pay and allowances)	52,94,530
3. Indirect charges to 1 and 2 above (recruiting, passages, leave, etc.) ..	2,87,989
4. Fuel costs	8,37,486
5. Water	1,63,796
6. General Stores	8,05,842
7. New Minor Works	1,12,815
8. Electric Light and Power	2,24,428
9. Interest charges	30,032
10. Hire of Telegraph Lines, Instruments and Telephones	1,77,628
11. Other charges	3,25,369
Total	Rs.100,26,633

The two principal items requiring note are the staff charges and cost of fuel.

The indirect charges are peculiar to this country and result from having to maintain a large imported staff for which there are not at the moment local replacements.

The expenditure on fuel is a serious item. The cost is Rs.45 per ton at Basra, an extremity of the system, and when comparing the costs of working with other countries it is well to remember the high relative price. In India the average cost of fuel (coal) to Railways of a class similar to those in Iraq, is Rs.17 per ton delivered at the engine sheds. Further, to two large Railways in India which use fuel oil, the cost in 1922-23 delivered at shed was Rs.36 per ton only.

Up to December, 1924.

Final figures after 30th November are not available, but up to that date the expenditure compares with the revised budget as follows :—

	<i>Actual.</i> Rs.	<i>Budget.</i> Rs.
A Maintenance, etc., of Ways and Works	10,94,696	13,44,784
B & C Maintenance, etc., of Loco. and Rolling Stock	25,31,175	28,82,706
D Traffic	9,82,130	10,57,140
E General	10,91,348	12,63,230
F Wagon Ferry	48,368	65,917
G Miscellaneous and Special	73,603	44,366
	<hr/> Rs. 58,21,320	<hr/> Rs.66,58,143

There has been a considerable reduction on all major heads, but certain revenue works, mainly under Abstract B & C, are still to appear in the accounts. The savings otherwise will continue throughout the year and the total expenditure will be well below that estimated.

WORKING OF THE RAILWAYS

Financial Results, 1923-24.

The net surplus of earnings over expenditure is Rs.7,97,830, which compares with a budgeted surplus of Rs.7,67,116.

It was, early in the year, realized that the Budget, as framed in January, would not be fulfilled. Trade remained stagnant and there appeared little prospect of a revival of the heavy passenger movements from Persia.

Immediate steps were therefore taken to curtail expenditure as far as possible, and a revised total budget was prepared.

The first budget anticipated a surplus on the metre gauge and a deficit of Rs.1,90,799 on the standard gauge; but in actual results there were surpluses of Rs.3,94,983 on the metre and Rs.4,02,847 on the standard gauge, the latter being due to the excellent grain movement from Sharqat. It would be incorrect to take these figures literally since the allocation of expenditure between the two systems had for many items to be arbitrarily divided. In previous years, with the standard gauge line treated as a military necessity, it was essential to keep the accounts separately, and to allocate on some equitable basis a portion of the general charges and expenditure common to both gauges to the Sharqat line.

To end December, 1924.

The budgetted surplus for the year has been estimated at Rs.6,62,299 and to the end of November a surplus of Rs.4,40,135 is disclosed. The latter months of the year have proved very satisfactory; the deficit for the first quarter was Rs.2,18,713, and by the end of the half year that deficit had been turned into a surplus of Rs.82,780.

RAILWAY STAFF.

Number.

The total number of railway staff employed on 31st March, 1924, was 7,836, but of this total 597 were employed on capital works, so that the net number employed on revenue operation and maintenance was 7,239. This compares with 7,802 a year previously, and with 10,503 on 31st March, 1922.

Replacement of imported by locally engaged Staff.

The statement below indicates the progress that has been made in increasing the proportion of locally engaged staff:—

	<i>Imported Staff.</i>	<i>Locally engaged.</i>	<i>Total.</i>	<i>Per cent. of 'Iraqi Employees.</i>
31st March, 1924 ..	1,958	5,878	7,836	75 per cent.
„ 1923 ..	2,237	5,565	7,802	71 „
„ 1922 ..	4,815	5,688	10,503	54 „

Cost.

The total cost of personnel in the year was Rs.76,74,000, or approximately 76 per cent. of the total expenditure, which undoubtedly is a high figure. The indirect charges, however, represented by passages, recruiting charges, leave and non-effective pay, etc., in the case of imported labour, and the relatively high rates of pay of locally engaged personnel, are responsible for the high percentage.

In India the personnel charges may be taken as approximately 50 per cent. of the gross expenditure. Taking the mean number of employees during the year, the average cost per month works out at about Rs.85, whereas in Iraq the cost is approximately Rs.33 only. Omitting the officer establishment, the average monthly cost in Iraq is Rs.76.

Imported Staff.

The percentage of Iraqi staff employed on the railways is steadily rising and every endeavour is made to employ the maximum number of local employees and to train others, but certain grades of skilled artisans or specialized mechanics, trained railway subordinates, train and engine staff, etc., cannot be replaced locally.

ACCIDENTS.

The total number of passengers killed due to accidents to trains was three, and injured twenty-seven. These are all accounted for by a most unfortunate accident which occurred at the very beginning of the year. On 13th April an accident occurred at mile 305 on the Basra-Baghdad line, between Ghubaishiya and Ratawi stations, at about three o'clock in the morning, when No. 4 down mixed train was derailed. The primary cause of the accident was a wash-out of the line due to a collection of storm water in the vicinity, and supplemented by the indiscretion of the driver in attempting to stop his train too quickly.

Flood Damages.

The early part of the year was marked by the troubles caused by the floods of both the Tigris and Euphrates, and there was some fear at one time of serious interruption to traffic in consequence of them.

The most serious damage done by the floods was the undermining of the foundations of a pier of the bridge over the Diyala at Qaraghan. This necessitated the closing of the bridge to traffic from 22nd March, 1923 to 29th June, 1923.

Breaches.

In addition to the above flood damage at the beginning of the year, the usual breaches in the portion of the line between Makinah and Ur Junction have been experienced. These breaches are due to the rapid run-off of storm water from the desert across the railway line. The worst trouble was experienced in December, 1923, when practically the whole of that section was damaged in one night.

A considerable amount of work has been done to regrade and improve this section and the trouble should decrease as the work progresses, but there will always be the possibility of such damage until proper embankments with adequate flood openings are provided in the essential places. This is a programme of work extending over several years.

1924.

So far this financial year no trouble has been experienced from breaches.

4. Public Works Department.

BUILDINGS.

A sum of approximately Rs.13,00,000 has been expended on new buildings.

The Pavilion and Office for His Majesty King Faisal and the Agricultural Institute at Rustam were completed during 1923, and small extensions were made in the following year.

About Rs.6,00,000 has been spent on the building of the *Maude Memorial Hospital*, Basra, consisting of the administrative and admission blocks, quarters for permanent staff, electricity and water installations, sanitary systems and other minor buildings. By October, 1924, the buildings were sufficiently complete to admit of the Health authorities entering into possession.

It is anticipated that by the end of the financial year, 1925-26, the whole scheme will be completed at a probable total cost of Rs.14,00,000 of which about Rs.4,00,000 have been provided by private subscription.

The work on the *College Al-al-Bait at Mu'adhdham*, which is being built from Awqaf funds, was confined almost entirely to the Theological Block which was finished and opened by His Majesty the King on 15th March, 1924. This building which cost about Rs.6,00,000 is the finest modern building in 'Iraq. A small amount of work on the Central Block has been carried out, the foundation stone of which was laid by His Majesty the King. The estimated cost of this building is approximately Rs.12,00,000, and the time required for its completion will be about five years.

ROADS AND BRIDGES.

Owing to the lack of road-making materials in 'Iraq, the problem of preserving communications throughout the country is difficult and necessitates a heavy annual expenditure on repairs and maintenance of road surfaces.

Apart from this, the policy of the Department, gradually to replace all worn out and temporary bridges by permanent structures of sound construction, is being followed.

A new road joining *Diwaniya* and *Abu Sukhair* was opened to traffic in the summer of 1924.

On the *Basra-Abul Khassib* road 10 bridges of spans varying from 20 ft. to 140 ft. were completed at a cost of Rs.65,000, and therewith the whole work at a total cost to Government of Rs.1,85,000.

On the *Hit'-Ana-Aleppo* road three main bridges—over the Wadi Marij, Wadi Asad and Wadi Sahaliyah—have been constructed. The first is of reinforced concrete, the second consists of masonry piers with a reinforced concrete flooring, and the last is a single span (100 ft.) steel girder bridge. In addition much improvement has been effected by re-surfacing and re-grading, the total expenditure on this road being in the region of Rs.1,50,000.

Approximately Rs.11,50,000 have been expended on construction of bridges and repairs and maintenance of roads throughout the country.

For some time past it has been realised that the existing floating bridges over the Euphrates must be replaced by permanent bridges. Steps have now been taken to secure the necessary plant for the construction of permanent bridges. In view of the importance assumed by the trans-desert route to Syria it is proposed to erect the first of these bridges at Falluja ; the plans are already in hand and work will be commenced shortly.

Two bridges have also been constructed by this Department at the request of the Baladiyachs of Mandali, and of Mu'adhdham and Kadhimain. The former (over the Naft Stream) is a steel suspension bridge of 240 feet clear span with reinforced concrete foundations and anchorages. The cost was about Rs.50,000. The latter, a project financed by the Baladiyachs of Mu'adhdham and Kadhimain, is a boat bridge about 1,200 feet long connecting the two towns and was carried out at a total cost of Rs.1,20,000.

ELECTRICAL AND WATER SUPPLIES.

The Mosul Water Supply was undertaken at the request of the Baladiyah and was completed early in April, 1924, at a total cost of approximately Rs.7,80,000. The demand for water in Mosul has so much exceeded the estimated demand on which the scheme was based that it is now necessary to increase the capacity of the undertaking.

An acute shortage of water in Baghdad during the summer months has long been felt and, to meet this, a comprehensive scheme of improvement and extension has been drawn up. The

cost is estimated at Rs.4,00,000, and a loan of this amount is being advanced by Government to the Water Board, who have been formed to take over control of the water supply system from the Baladiyah. The work is being carried out by this Department and is already well-advanced, all orders for plant and materials from the United Kingdom having been placed. It is hoped that the new improved system will be working before the summer of 1925.

Since 1st April, 1923, under the advice of the Department, extensions have been carried out to the 'Amara Electricity Works and Water Works, and the Nasiriya Electricity Works, by the local authorities in charge. Schemes have also been drawn up for electrical undertakings in the towns of Karbala, Kadhimain and Mosul. A comprehensive system on modern lines of electricity and water supply and sewage disposal has been installed in the Maude Memorial Hospital, Basra. The last-named is interesting, in that it marks the first attempt at up-to-date disposal of sewage by septic tank and filter in the country. It is a distinct advance in sanitary development in 'Iraq and will, it is hoped, lead to the installation of many more and larger systems of sewage disposal.

REPAIRS AND MAINTENANCE OF BUILDINGS.

The responsibility for the repairs and maintenance of all Government buildings in the country formerly lay with this Department, but for two years had been transferred to the individual Departments in whose occupation the buildings were. As from 1st April, 1924, however, this Department has once more assumed responsibility, and it is anticipated that during the financial year 1924-25 an expenditure of Rs.3,50,000 will be incurred.

STORES AND TRANSPORT BRANCHES.

During the year, 1923-24, a drastic reduction in the Stores Branch, by the disposal of surplus stores, was effected, and as from the beginning of 1924 it was amalgamated with the Transport Branch. It was felt, however, that the need for both these branches was no longer imperative as they had served the purpose for which they were formed in the early years of the Administration, and accordingly it was decided that they should be abolished. Work in both branches ceased in December, 1924, and after the demands of other Government departments had been met, immediate steps were taken to dispose of all remaining stores which will be complete before the close of the financial year.

BRIDGES SECTION.

This Branch is responsible for the upkeep of the two bridges at Baghdad and the McMunn bridge at 'Amara, and for the collection of tolls on the Baghdad bridges on behalf of the Ministry of Finance. During 1923, its resources were severely taxed by the accident in June to the North Bridge, Baghdad, caused by H.M.S. Blackfly, while the Maude Bridge was still under repairs

Areas.

All property areas were computed and sent to the Revenue authorities at Basra by the 15th October, 1924.

Mosul Survey District.

All surveys carried out at Mosul were for the Tapu Department. Owners readily came forward with their sanads so that this small party was able to complete the surveys of 39 villages on scale 1 : 5,000 and 3 villages on scale 1 : 10,000.

The total area surveyed was 578 square kilometres comprising 8,684 properties. The major portion of the area surveyed lay to the North and South of Mosul Town.

Thirty-two Traces were drawn during the year.

Fair Mapping.

All the fair mapping was undertaken by the Headquarters' Office at Baghdad.

On completion of the date garden Surveys, the whole of the personnel of the Basra Survey District was transferred to 'Amara to survey the 'Amara Liwa cadastrally.

Triangulation in 'Amarah Liwa was begun on 21st September, 1924, by two triangulators. The work emanated from Bait 'Abdul Kazzaq, a station of the Mesopotamian Expeditionary Forces Surveys, near 'Amara, with a measured base and astronomical Azimuth. The area completed totals 1,600 square kilometres and approximately covers the Muqata'ahs of Majar Saghir, Majar Rabir and partly Chahalalah. Connections made with well defined points of M.E.F. Surveys show an average closing error of Latitude $+0''\cdot04$, Longitude $+0''\cdot05$.

The area of detail survey completed amounts to 755 square kilometres. The laying out of permanent marks has not been undertaken at present owing to a suitable inspector or triangulator not being available. Marks of a semi-permanent nature have been laid out by Survey Inspectors in their respective areas.

Abstract of Field Work of the three Survey Districts.

	Planetabling.	Square Kilometres.
Scale 1 : 2,500	32
Scale 1 : 5,000	793
Scale 1 : 10,000	1,632
		<hr/>
Total	2,457

Triangulation.

Number of Stations observed	..	..	..	362
Number of Azimuths observed	..	..	..	4
Number of bases measured	..	..	..	4

Traversing.

Number of Stations observed	..	..	..	1,138
Number of Azimuths observed	..	..	..	4

HEADQUARTERS OFFICES.

Drawing Office.

During the nine months under report the Drawing Office was principally engaged in drawing the maps of the Basra date garden area. In addition a number of miscellaneous maps and traces were drawn for various Departments and sent to press. The following is the outturn:—

Standard half inch sheets drawn	..	..	..	9
Basra date garden maps drawn and sent to press				93
Miscellaneous plans and maps drawn and sent to press				88
Hand-coloured editions of maps prepared..	..			36
				<hr/> 226

Photo-Litho Office and Press.

Wet Plate Process negatives prepared	..	..	..	174
Dry Plate Process negatives prepared	..	..	..	32
Helio-Zincographic plates prepared	..	..	..	251
Vandyke Process plates prepared	..	..	..	212
Photographic enlargements and reductions	..	..	..	57
Maps, plans, diagrams, etc., printed	..	..	..	41,764

Map Record and Issue Office.

Requisitions for maps and plans from Departments and individuals were complied with as follows —

From Stock	..	..	..	..	..	3,397
From Press	..	..	..	..	..	28,846

THE SCHOOL OF ENGINEERING.

This School was originally established to train subordinate engineers for the Irrigation Department, but its scope was extended during the period under review to train subordinate engineers for all technical Departments of Government.

Students, on admission to the School, sign an agreement to complete the course of two years' training and, if they qualify at the end of the course, to remain in Government service for a period of two to three years for each year's instruction received in the School.

The standard of knowledge of students admitted to the School has been raised by the institution of a year's preparatory course at the Technical School.

A Hostel has been opened in Baghdad for the accommodation of those students whose homes are in the districts.

The course of instruction includes practical surveying, machine and wood work, drawing office practice, and instruction in technical subjects.

At present there are approximately sixty students in the School and the progress which these students are making is most encouraging. Already twenty-three students have been granted certificates and have taken up employment in the Irrigation Department.

6. Posts and Telegraphs Department.

INTRODUCTORY.

During the period under review, considerable attention was given to means of effecting economies and every heading of expenditure was subjected to close scrutiny. In consequence the Department has been able to reduce the estimated expenditure by approximately three lakhs of rupees.

In pursuance of the prevailing policy the majority of foreign officials were replaced by 'Iraqis already in departmental employ.

The Department is now on a financially better footing than it was at the close of last year, and apart from capital works expenditure, the receipts of the department will, it is hoped, cover the expenditure.

With effect from the 1st April, 1924, the Accounts Office ceased to function as a separate entity and was merged into this Directorate.

ESTABLISHMENT, POSTS AND TELEGRAPHS.

The year opened with 975 post and telegraph officials of all classes, and this number was supplemented by 51, comprising the establishment of the late Accounts Office on its amalgamation with the Directorate.

One hundred and sixty-four officials, or approximately 16 per cent. of all classes, were brought under reduction, the majority of whom were Indian officials in the clerical grades.

OFFICES, POSTS AND TELEGRAPHS.

On the 31st December, 1924, there were 76 post and telegraph offices, or one office for every 1,530 square miles and 37,460 head of population, as compared with 78 post and telegraph offices open on the 31st March, 1924. During the period under review 2 new offices were opened to meet the exigencies of the service and 4 were closed because they were not self-supporting and gave no promise of development. One of the offices closed was subsequently reopened for political reasons.

MAIL COMMUNICATIONS.

Mail communication is maintained in 'Iraq over a distance of 3,362 miles. Communication is maintained over 809 miles by railway, 1,388 miles by mechanical transport, 405 miles by river service, i.e., river steamers, motor launches, etc., and 760 miles by pack animals and runner service. It is gratifying to find that, considering the various methods adopted and means employed for conveying mails, and the difficulties of maintaining communication over a country with bad roads and little security, the relative efficiency of the mail service has been satisfactory. The extension of the railway line, from Qaraghan to Tuz, caused the mails for Tuz to be diverted to this route. Simultaneously the mechanical transport service conveying mails between Kifri and Tuz was discontinued.

With the re-occupation of Sulaimaniya and the re-opening of communications, the mail service was extended from Chemchemal to Sulaimaniya, the mode of conveyance being mechanical transport.

Mail communication was also established between Dohuk and Amadia through the medium of police patrols.

During the period under review no serious interruptions to the mail service occurred. Minor interruptions of short duration took place on the Qaraghan-Kirkuk mail line in consequence of heavy rains and the concomitant interruption of the train service between Qaraghan and Tuz.

Owing to plague restrictions the mail service between Basra, Mohammerah and 'Abadan was intermittent.

An event that brought considerable financial relief to the Department was the appreciable decrease in the rates for conveyance of mails by the railway, an item of expenditure which had hitherto proved a heavy drain on the resources of this Department.

Overland Mail.

The Overland Mail Service has been in existence since October, 1923, and the commendable regularity with which mails have been transmitted and received since the inauguration of the service has completely allayed any apprehension that may have been entertained as to the utility of the service in the adverse climatic conditions obtaining during the winter season. The service is now a well-established, regular and reliable institution and reflects great credit on the Nairn Transport Company, the official mail contractors. The public continue to appreciate the service as is evidenced by the steady increase in postings. Only once during the period under review was there a delay in the receipt of the outward mail, and this delay is to be attributed to the late arrival of the English mails at Haifa and to the subsequent interruption of the bridge facilities at Falluja.

During the period there has been one more adherent to the service, viz., Italy, and one defection, viz., France.

The following English (oversea), Indian, Overland and Aerial mails were received and despatched during the period :—

					<i>Receipt.</i>	<i>Despatch.</i>
English (oversea)	..	..	..	..	35	35
Indian	..	..	..	..	69	69
Overland	..	..	..	..	39	40
Aerial	..	..	..	..	19	20

POSTAL ARTICLES.

The total number of postal articles of all kinds, excepting money orders, transmitted during the nine months is estimated at approximately 3,750,000 as compared with 3,600,000 for the corresponding period of the preceding year. The increase is due to an increase in the postings by the Overland Mail.

The details of articles transmitted are as follows :—

Letters	..	..	..	..	2,952,500
Printed papers and packets	..	..	..	..	678,780
Registered correspondence	..	..	..	..	110,844
Registered parcels	..	..	..	..	17,352
					<hr/> 3,759,476

It is computed that out of a total of 4,500,000 articles received for delivery, 98 per cent. were actually delivered, and that practically half of the business that passed through the P.O. was in Arabic, which is an indication that the facilities offered to the public by the postal service are being more appreciated and taken better advantage of by the indigenous population.

Dead Letter Office.

The Dead Letter Office dealt with nearly 62,700 articles, of which 65 per cent. were either redirected to the addressees or returned to the senders. One sale of undeliverable and unclaimed articles took place and the proceeds, amounting to Rs. 571/10/0, realised were credited to Government.

MONEY ORDERS.

The total number of money orders of all kinds issued during the period was 35,000, aggregating nearly Rs. 26 lakhs in value as compared with 44,600 and aggregate value of over Rs. 37 lakhs for the corresponding period last year. The decline is noticeable in all classes of money orders and is to be attributed to fewer money orders and of smaller value being issued, in consequence of a reduction in the strength of British and Indian Garrisons, and the exodus of large numbers of foreign civilian personnel, who utilised the service for making family remittances.

COMPLAINTS.

The number of complaints made by the public during the period shows an increase of 28 per cent. over last year, and is mainly in respect of money orders. In 64 per cent. of cases the complaints proved on examination to be groundless, 24 per cent. well grounded. In 12 per cent. cases enquiry was unsuccessful.

The outstanding value payable claim cases with India have very nearly been brought to a close and it is anticipated that before the end of this financial year all outstanding claims will have been finally adjusted.

FRAUDS.

The number of cases falling under the category of fraud dealt with during the period was 528, against an equal number for the corresponding period last year.

Out of the 528 cases, 365 related to damage sustained by parcels while in transit ; the other cases related chiefly to misappropriations of the value of money orders and of Government cash and stamps. The value of money orders misappropriated or lost through the negligence of departmental employees amounted to Rs.259/4/0. This amount has been subsequently recovered from the official at fault.

The misappropriations and losses of cash and stamps belonging to Government amounted to Rs.1,479/2/6, one-third of which has already been recovered from the parties responsible. It is hoped to recover the balance also.

Compensation paid by the department on account of loss and damage to registered articles and parcels while in transit amounted to Rs.565/- approximately.

There were three convictions during the period under review and five cases are either still under investigation by the police or are in court awaiting trial.

CUSTOMS DUTY.

Customs duty, aggregating nearly Rs.1,90,000, was realized on dutiable articles imported through the medium of the post, against Rs.2,96,000 realized on this account during the corresponding period in the previous year. The slight decline is due to a fewer number of foreign parcels on which customs duty is recoverable being received.

GENERAL.

The events of chief importance that occurred during the period were :—

- (1) Iraq was admitted to the membership of the Postal Union with effect from 13th November, 1924.
- (2) Removal of the censorship restrictions on postal articles and telegrams.
- (3) The transfer of the foreign money order and parcel accounting work from the Basra Exchange Office to this Directorate.
- (4) The conversion of the Baghdad head office into an exchange office for money orders issued to the United Kingdom and also to India in the case of Baghdad and its sub-offices. Money order lists for Egypt and the United Kingdom are now transmitted by the Overland Mail.
- (5) All internal correspondence was conducted as far as was practicable bilingually in English and Arabic.
- (6) A revision in the rates of postage on printed and commercial papers, books, patterns and sample packets.
- (7) A revision in the rate of money order commission chargeable on inland money orders.
- (8) The interception of prohibited articles and of articles of an indecent and obscene nature detected in course of transmission through the post.

TELEGRAPHS.

Staff.

On 31st December, 1924, the total strength of the engineering staff was 159, of whom there were 12 British, 13 Indian and 134 'Iraqi non-gazetted officials. Eighty-four per cent. of the engineering staff therefore is now 'Iraqi. There has thus been constant progress in the training of 'Iraqis for posts formerly held by foreigners. The amount of new construction still to be undertaken makes it unlikely that any further reduction in the technical staff will be possible in the near future.

TELEGRAPH LINE CONSTRUCTIONS.

Engineering.

During the period 1st April, 1924, to 31st December, 1924, 39·20 miles of posts with 112·50 miles of wire were erected and 75 miles of wire dismantled, resulting in net increase of 39·20 miles of line and 37·50 miles of wire mileage on the telegraph lines.

The post mileage of the telegraph and telephone systems was increased by 66·87 miles, but the wire mileage was decreased by 10·72 miles, bringing the total line and wire mileage of the department to 3,166·87 and 13,419·28 respectively.

The only big construction and dismantlement works completed by the Department were the dismantlement of (1) Mufraq-Khan Mahawil Section along the old railway route; (2) spare telephone lines and wires of the old 'Amara telephone system; and (3) three spare wires from Ranalimah to Tairuq and the construction of the (1) Kingerban to Tuz Khurmatu, a part of the project of the Kingerban Kirkuk construction; (2) Huqnah to Zamar non-exchange telephone line; (3) notch fall to Dulaimiyah non-exchange line; and (4) defence telephone system at Sulaimaniya, in addition to sundry diversions and reconstruction of telephone and telegraph routes which kept the construction staff busy all through the year.

Maintenance and Repairs.

In addition to the construction and dismantlement works referred to above, the following sections were maintained:—

Baghdad—Kingerban—Khanagin.

Baghdad—'Aligharbi.

Kut—Badra—Hai.

Baghdad—Karbala—Diwaniya.

Karbala—Tuwaizi.

Baiji—Sharqat.

Mosul—Arbil.

'Arbil—Kirkuk—Chemchemal.

Basra—Altubah.

Qal'at Sikar—Suq—Nasiriya.

Baghdad—Hit—Kubaisa.

Interruption.

During the period April to December, 1924, 654 faults developed with a total duration of 9,706 hours, an average of about 15 hours per fault; an improvement as compared with last year. Telegraph traffic was not subject to any abnormal delay, as faults on main lines were of short duration and there were sufficient alternative outlets available to dispose of the traffic.

Theft and Damage to Lines and Wires.

The irrigation telephone line to Yahudiyah was often subject to damage by tribesmen, but since the inauguration of the periodical patrols by the mounted police and further co-operation of the Police Department, malicious damage has decreased.

The assistance rendered by the Administrative Inspector and the police authorities, Baghdad Liwa, has resulted in considerable abatement of damage to insulators on the Baghdad-Sharqat section.

TELEPHONES.

Constructions.

During the period under review, 37·67 miles of line and 103·80 miles of wire were erected and 10 miles of posts and 151·94 miles of wire were dismantled, resulting in net increase of 27·67 miles to line and decrease of 48·14 miles to wire mileage of the exchange and non-exchange telephone lines and wires.

Retrenchment.

On 31st December, 1924, there were 731 exchange and 45 non-exchange connections, as compared with 780 and 35 respectively at the end of the last year.

Instruments and Wires rented to Railways.

Telegraph wires and instruments rented to railways during the last three years are given below :—

	1922	1923	1924
Wire mileage	.. 1,791	.. 1,862	.. 1,910
Instruments	.. 156	.. 162	.. 160

The increase in the wire mileage is due to the extension of the Qaraghan-Kingerban section to Tuz Khurmatu, a part of the Kingerban-Kirkuk project.

WIRELESS.

Wireless communication with Cairo and Beirut functioned satisfactorily, the only serious breakdown being caused by a static storm on 30th May, 1924, which resulted in an interruption lasting nine days.

The cables of the Indo-European Telegraph Department were interrupted from 30th August, 1924, to 7th September, 1924, during which period the traffic was successfully handled by wireless between Basra and Bushire, thus avoiding total interruption to foreign telegraphy traffic.

GENERAL.

Traffic.

The volume of traffic handled during the period 1st April, 1924, to 31st December, 1924, was 12 per cent. below that of the corresponding period of the previous year. This may justly be attributed to the general stagnation in commercial business, causing a fall in the inland private traffic.

At the close of the period under review, there were 126 offices open for paid public traffic; of this number 5 are departmental offices, 51 combined posts and telegraph offices, 61 railway offices, and 9 deal with inland vernacular traffic only. Out of the 51 combined offices, 16 deal with English and vernacular inland traffic, and the remainder with all classes of traffic.

The number of telegrams transmitted during the period was 302,466, as compared with 345,702 for the corresponding period of the previous year, and the number of signalling operations entailed in their despatch from the offices of origin to the offices of destination were 745,262 or 2.4 operations per telegram, as compared with 2.3 operations per telegram during the previous year.

Inland Telegrams.

During the period the number of inland booked messages was 181,971, as compared with 216,818 for the previous year, showing a reduction of 34,847, or 127.56 messages per day, to the aggregate value of Rs.3,99,846 and Rs.4,83,676 respectively. This gives an average charge of Rs.2/3/1 per telegram booked as against Rs.2/2/9 per telegram during the previous year.

Foreign Telegrams.

Foreign booked telegrams (excluding radio) dealt with during the period totalled 55,008, to the aggregate value of Rs.6,37,091, as compared with 56,084 to the value of Rs.6,24,807 (including radio) during the corresponding period of the previous year. This gives an average value of Rs.11/9/1 per telegram as compared with Rs.11/5/3 per telegram of the previous year. The incoming foreign telegrams totalled 65,771 during the period, as compared with 66,503 of the corresponding period of the previous year, showing a reduction of 732 messages.

The average 'Iraq share of revenue during the period on foreign messages, incoming and outgoing, excluding radio, was Rs.24,906 as compared with Rs.2,50,809 during the corresponding period of the previous year.

Wireless Traffic.

Considerable use has been made of the radio services introduced between Syria, Great Britain, Germany and America. The amount of traffic handled by the station for the period is as follows :—(a) forwarded messages, 3,574; (b) transmitted, 5,410; (c) received, 3,971. The total revenue was Rs.43,478, as compared with Rs.28,405 for the corresponding period of the previous year, showing an increase of Rs.15,073.

The traffic forwarded by this route is on the increase and it is expected that the station will shortly be employed to its fullest capacity.

Complaints.

The efficiency of the staff has been maintained, and complaints from the public compare favourably with the number received during the corresponding period of the previous year.

Delay to Traffic.

Delay to both inland and foreign traffic on main lines has been at a minimum.

Overtime.

There has been no appreciable decrease in the periodical pressure of traffic experienced both at Baghdad and Basra, and a sum of Rs.2,263 was paid to the staff for overtime performed, as compared with Rs.2,300 paid during the previous year.

Late Fee Telegrams.

At the express wish of the Ministry of Interior a late-fee system has been introduced for several important frontier offices in order to meet cases of emergency during closed hours. It is not, however, intended to extend the system, owing to the additional work involved.

VII. MINISTRY OF EDUCATION.

1. Education in 'Iraq in Turkish times and since.

GOVERNMENT SCHOOLS.

The Turkish system provided in theory a comprehensive scheme of education based on European, chiefly French, models. It included a sensible curriculum, with primary schools, secondary schools, technical schools, a law school, two training colleges, girls' schools, and scholarships to higher schools at Constantinople. In practice the system was a comparative failure. This was chiefly for the following reasons :—

- (1) More attention was paid to the appearance than to the reality. Thus, a Turkish educational report of 1915 states that in 160 primary schools in 'Iraq there were 6,470 registered pupils, or an average of 40 pupils per school; and the actual attendance fell far below the registered attendance.
- (2) The medium for instruction was Turkish—a foreign language to nearly all except the children of officials.
- (3) After 1908, schools became more propagandist and military in their spirit, and were avoided by those who did not wish to be Turkicized.
- (4) The general level of the teachers was low. This at least is the impression gained from an acquaintance both with those who taught and those who studied in the schools of 'Iraq. Accuracy was not insisted on. No mental effort except that of memory was demanded from the pupil, and the teachers were generally incapable of discriminating between important and trivial points.
- (5) The system made no impression on the mass of the people. These received such education as they got from the Mulla Schools, which taught reading, writing and religion in the most antiquated and unsanitary conditions.

After the occupation of Baghdad, in 1917, it was the task of the British Government to build up something from the relics of the old system. Arabic, or the local vernacular in places where Kurdish, Turkish, Persian or Syriac was spoken, was adopted as the medium of instruction. Turkish was undesirable. English, even before the setting up of an Arab Government, impossible. The adoption of Arabic was however by no means a simple matter. Comparatively few 'Iraqis either wrote or spoke correct Arabic, and in the Training College and all the schools about one-fifth of the time has to be devoted to its study. English is now taught as a second language to all classes above the fourth year primary.

Great efforts have been made to provide a sound educational grounding, and to ensure that attendance at a school means more than passing in at one door and out by another, or out by the same door. Thoroughness is alien to the spirit of the people, but seven years of insistence on it has provided the country with an education that is sound as far as it goes. Every year untrained teachers are being replaced by teachers from the Training College. And for the Secondary Schools, Syrian teachers are being employed until 'Iraqis of the necessary standard are available.

The provision for higher education is dealt with in the body of the report.

NON-GOVERNMENT SCHOOLS.

Of these there are several categories, all going back to Turkish times.

(a) The most numerous class are the Qoran or Mulla Schools, of which there may be 300 in the country with a total attendance of about 15,000. Reading and recitation of the Qoran is taught in them. Each one is under a Mulla, who takes children as young as he can get them, and keeps them for an indefinite period, making his living from such fees as he can extract from his pupils. As these pupils are all at different stages of proficiency, and engaged in reciting different parts of the Qoran, class teaching is impossible, and the share of individual attention that each pupil gets is necessarily small. Some children receive no other education than that given by the Mulla. Some go on to Government Schools.

Recently an attempt has been made in co-operation with the Ministry of Auqaf (charitable bequests) to raise the status of some of these Qoran schools by appointing teachers capable of giving a general course of instruction.

It is difficult to say anything in favour of the Qoran schools in general, except that they keep alive the class of Mullas at the expense of the eyesight, health and intelligence of their pupils.

(b) Community schools are the schools maintained by the Jews, Chaldeans, Syrian Catholics, old Syrians, Nestorians and Armenians, at the expense of the community and under the management of the community. In Turkish times they were most numerous in the northern area, where Christian villages abound. But since the occupation these Christian village schools have become government schools through the absorption of their staffs into the cadre of government teachers, and their adoption of the government primary syllabus. This change has certainly raised the efficiency of the schools. It is generally acceptable to the laity in each community, though not to the most conservative of the priesthood. The future of these communities depends on their becoming homogeneous and not alien elements in the young state of 'Iraq, and it is hoped to bring about this result by teaching them that it is possible to become 'Iraqis without ceasing to be Christians.

In the central and southern areas the community schools are still under the management of the community. Most of them receive financial help from this Ministry, and in general are ready enough to accept advice for the improvement of their teaching and their curriculum. The large Jewish schools in Baghdad, for boys and girls, are improving their Arabic and general education.

(c) Missionary schools are conducted by the Dominicans in Mosul, the Carmelite Brothers and Sisters in Baghdad and Basra, the Protestants in Baghdad and the American Presbyterians in Basra and Mosul. Except the Dominican School in Mosul, which is an anaemic survival of a good pre-war school, all these schools are supplementing the work of the Ministry.

(d) There are a few schools founded privately, generally to serve some political end. In all of them the education given is more or less inferior to that of government schools of the corresponding type.

The religious schools for adults in centres like Najaf are at present outside the scope of this Ministry.

2. Medium of Instruction.

In all the above schools Arabic is the medium of instruction, with the following exceptions :—

(a) In cases where the local vernacular is not Arabic, but Kurdish or Turkish or Persian or Armenian or Assyrian or Hebrew, that vernacular is used as the medium of instruction and Arabic is taught as a foreign language. But such cases are few—not more than 30 in all.

(b) In two of the community schools and in four of the Missionary schools the chief medium is French, because the teachers are either French or trained in France.

3. Fees.

(a) IN GOVERNMENT SCHOOLS.

Admission to the four lowest Primary classes is free. In the fifth and sixth classes the fee is Rs.15 a year, but free pupils may be admitted on grounds of poverty up to 25 per cent. of the total number.

In the Secondary Classes the fees are Rs.30 a year, payable in three instalments in advance. In the Engineering School and the Technical Schools admission is free.

In the Training College tuition and boarding are free.

In the Law School the fees are Rs.150 a year, payable in three instalments in advance.

School books are issued to pupils on payment.

(b) NON-GOVERNMENT SCHOOLS.

As a general rule fees are levied on those pupils able to pay, according to their capacity. The result is that in seasons of trade depression the budget of a school often does not balance. The Jewish schools are assisted by International bodies like the Alliance Israélite and the Anglo-Jewish Association, and the Missionary schools by subscriptions from Europe and America. The Ministry of Education gives grants-in-aid according to the funds available and the deserts of the school.

4. Organisation.

The Minister has under him a Director-General who is the responsible executive and financial official. There is also an Inspector-General with the powers of Adviser. His functions are to give general advice to the Minister, and to satisfy himself that the policy of the Ministry is being carried out.

For administrative purposes there are five areas, Baghdad, Mosul, Kirkuk, the Euphrates, Basra, each under a Director of the Area, who is assisted by inspectors and is responsible to the Director-General. Two of these Areas, Kirkuk and Euphrates, were formed (the latter in September, 1924) by lopping off pieces of two of the areas already existing, which were found unwieldy.

Appointments are made by the Director-General, and in all the more important posts require the sanction of the Minister.

There are at the moment seven British officials in the Ministry—the Inspector-General, one Inspector, the Principal and the Assistant Principal of the Baghdad Technical School, and three teachers of English in the Secondary Schools of Baghdad, Mosul and Kirkuk.

The control of the Ministry of Education over the non-government schools is partly a moral control, partly a control based on a number of ordinances made in Turkish times, and not yet repealed. As a matter of practice there is very little friction between the Ministry and these schools. Inspections by government inspectors are as a rule welcomed, and their suggestions accepted. A draft law defining more exactly the powers of the Ministry in this matter is under consideration.

5. Administration and Personnel.

In June, 1923, Mr. Glen, the Acting Adviser, went on leave, and handed over to Mr. Riley. At the end of November Mr. Smith came out from England to take over the post of Inspector-General, the post of Adviser being nominally suppressed. In August, 1924, Mr. Riley went on six months leave.

With the resignation of the Cabinet of 'Abdul Muhsin Beg, the Minister of Education, Haji Husain Chalabi, went out of office on 21st November, 1923. The new Prime Minister, Ja'far Pasha al 'Askari, carried on the duties of Minister of Education, in addition to those of Prime Minister until the appointment of Shaikh Muhammad Abul Mahasin as Minister of Education, on 3rd December, 1923. On 2nd August, 1924, Yasin Pasha al Hashimi became Prime Minister, and Shaikh Muhammad Ridha al Shabibi, a Najafi Shi'ah, Minister of Education.

The years 1923-24 have been marked by steady progress within limits mainly determined by financial stringency. The total Budget expenditure upon Education for 1923-24 amounted to Rs.18,00,000 (or less than 4 per cent. of the total Budget expenditure of the country) compared with Rs.19,50,000 in the year 1922-23. For 1924 it will amount to about Rs.21,50,000.

6. Training of Teachers.

Nevertheless, if expansion has been difficult, there has been a marked improvement in quality. This is due partly to an improved system of inspection, partly to the increasing proportion of teachers from the government Training College. Advantage was taken in September, 1924, of an unusually large number of applicants for admission to the Training College to increase the number of students. There are now 240. Two courses are provided—one of three years for full Primary Schools, one of two years for those schools which are not expected to require more than the four lower classes. It is to be hoped that before long it will be possible to reduce the course to one year for all, and to confine the instruction simply to pedagogy. Secondary education is now a genuine, instead of an imaginary need, and to meet it a separate section of the Training College has been instituted. This section is financially self-supporting. It offers in the evening hours a two years' course to Primary School teachers, who pay fees for attendance. Those who qualify at the end of the course will, it is hoped, become teachers in Secondary Schools, with better financial prospects than are open to Primary School teachers. At present it is only possible to staff the Secondary Schools by importing Arabic-speaking teachers from Egypt or Syria. One penalty that has to be paid for the growth of national feeling in the country is that every proposal to appoint a foreign teacher is met by the objection that equally competent native teachers are available, and are cheaper than foreigners. Neither objection is true. The second probably never will be true, though it will continue to be urged. The first, it is hoped, may be true some day, and with this object the policy of sending selected students at government expense to the American University of Beirut was continued in 1924, when six were sent in addition to the six already there. It is hoped to send fifteen next year. These

students are bound by contract to serve as teachers on completion of their studies, and they will provide the country with what it badly needs at present, teachers who not only know their own language, but also have attained a respectable standard in the studies taught at a modern University.

7. Primary Schools.

It will be a long time in this country before the proportion of children of school age who attend school is high. It is not hoped, or even wished, that all children shall complete the Primary Course. For this reason the first four years of the Primary Course have been made into a course which as far as it goes is complete in itself. The fifth and sixth years of the Primary Course are treated as supplementary. Thus there are three recognized periods in Primary and Secondary education—the first ending after the fourth year Primary, the second after the sixth year Primary, and the third after the fourth year Secondary. It is further proposed in the Secondary classes which are to be opened in provincial towns to provide at first a Secondary course covering two years only.

The reason for all this is the necessity for some sort of compromise between the educational and the economic needs of the country. A Government, representative in form, can only be based on an intelligent electorate, and it is the business of education to help in forming an intelligent electorate. At the same time economic pressure will make it impossible for all children of school age to attend school, or even for all of those who do attend to complete the whole Primary and Secondary course. It has therefore been decided to give every facility to those children who can only attend school for a limited period, and at the same time to induce them as far as possible not to abandon their studies except at the end of one of the recognized periods, so that when they do leave school they may have worked through a course which, so far as it goes, is complete in itself.

8. Secondary Education.

Whatever may be thought desirable elsewhere, in this country it is neither desirable nor practicable to provide Secondary education except for the selected few. There are at present four government Secondary Schools at Baghdad, Basra, Mosul and Kirkuk. But there are reasons for thinking that even this limited number may be too large, and that it might be better to concentrate on two Secondary Schools, each with a boarding section, one at Baghdad and the other at Mosul. These offer a four years' course, and with the classes offering a two years' course, which it is proposed shortly to open in certain provincial towns, should be enough to meet the demand for Secondary education.

9. Higher Education.

Higher education presents serious problems of its own. The dearth of men who might be called in any modern sense "educated" has become more apparent as the need for them, since the introduction of self-government, is more urgent. The schools of Constantinople are no longer open, as they were before the war, to those 'Iraqis who wished to pursue their studies up to the level of a University. And Western Universities do not at present offer the same facilities, although four 'Iraqi students have gone at their own expense to Oxford, one or two to Germany, and about 120 to Beirut. There is also an 'Iraq Government scholar studying agriculture at the University of California, and another holding a scholarship given by the University of Columbia for the study of education in America. Official encouragement of University education previous to this year took the form of scholarships tenable by 'Iraqis at foreign Universities, but the shortage of money limited these to an insignificant number. The period under report, however, has been marked by several innovations which ought to have an effect on higher education inside the country.

(a) THE AL AL BAIT.

On 15th March, 1924, His Majesty King Faisal formally opened the theological building of the Al al Bait, and also laid the foundation stone of the central block. The complete scheme contemplates the construction of a number of buildings in which it is hoped one day to house the various faculties of a University. The theological building is far the finest educational building in 'Iraq. It contains twenty-seven rooms and a magnificent hall. It has been constructed at the expense of the Ministry of Auqaf, and therefore none of the costs of it fall on the general revenues of the country. It is to be devoted primarily to the teaching of Mohammedan theology, but it is to be hoped that this may be stretched so as to include Arabic literature.

The Scheme of a University.

The present intention of the Ministry of Auqaf is to build at its own expense a residential block and a mosque, in addition to the theological block and the central building. When these four have been completed, the construction of further buildings will be the duty of the Government, and the expense of them, both building and maintenance, will therefore fall on general revenues, the Ministry of Auqaf providing the site rent free.

The inception of the scheme is due almost entirely to His Majesty King Faisal and the Ministry of Auqaf. It is a conspicuous example of two qualities, generosity and courage. A generous use of money, even when it is other people's money, is only too rare in this country, and to embark on a scheme of

which the realization is necessarily far off, demands great courage when there are so many easy reasons against doing anything. It would be foolish, however, not to recognize, and, therefore, not to be forewarned against certain dangers.

Difficulties in the Scheme.

In the first place, it may be doubted whether the momentum which has brought to completion the first building will be sufficient to carry through the whole scheme. Much remains to be done before the four buildings which represent the Ministry of Auqaf's share in the construction are complete. It is impossible, and extremely undesirable, that all the twenty-seven rooms of the Theological building should be filled with theological students. This result has been avoided by transferring (in January, 1925) the Engineering School to the first floor of the building. But it is still possible for reactionaries to raise the cry that such use of pious bequests is a departure from the intentions of the testators.

Secondly, it may be doubted whether there is a supply of teachers and students adequate for filling the existing and projected buildings. Both pupils and teachers must be up to a University standard. If they are not, the country will still be guilty of providing no higher education for its sons. But this is not the only evil that will result. A so-called University which has nothing of Academic standard about it except the scale of its buildings, will confirm instead of destroying that belief in false standards of value which is one of the worst banes of this country. All may be well if the authorities are content to see their buildings filled gradually as teachers and students of the requisite quality present themselves. But if they are frightened by ignorant clamour or misguided patriotism into filling their buildings at all costs, then nothing will save the scheme except the discovery of a new hoard of dragon's teeth to supply them with qualified teachers and students ready made.

A third difficulty is the enormous expense of the upkeep of an institution on the scale projected for this one. In this country, as in most Mohammedan countries, it is considered one of the duties of government to provide education free. No educational institution therefore—certainly not one as expensive as a University—can be supported from the fees of the students. And the Ministry of Auqaf would probably be neither willing nor able to provide the necessary endowments for maintenance and salaries. The expense of this provision must, therefore, fall on the state, and will be a disproportionate burden in a country whose total revenues only just exceed three million pounds.

It was thus obvious from the first that the progress of the Al al Bait was bound to be beset with difficulties. These were, in the nature of things, unavoidable, but, with care and common-sense and the proper use of experience, they could have been

surmounted. Within the last month (December, 1924), the Faculty of Religion has been opened. It consists of six professors and two classes, one the classes having been bodily removed from the religious school of Mu'adhdham—a so-called secondary class—to form the higher of the two classes in the university. The teaching is entirely Sunni.

Attempts have been made to transfer to the University the Law School and the Engineering School. Both attempts were at first resisted, but recently the Engineering School has been installed there.

(b) THE LAW SCHOOL.

In the month of March, 1924, the Law School, on the proposal of the Ministry of Justice, which had been responsible for the Law School since 1920, was transferred to the Ministry of Education. The Law School is potentially, though not actually, a higher school capable of being developed into a Faculty of Law, and taking its place as such in the new University. It has attempted to combine the functions of a school for the training of lawyers, a school for giving a general grounding to actual or prospective civil servants, and a school for giving a sort of education to those who, with no groundwork of general education, are filled with a vague aspiration to become graduates of a higher school. In attempting to perform three different functions, it has, certainly in its latter days, failed to perform any one of them adequately. Before the war its certificates were recognized in Western Europe as the certificates of a higher school. Latterly they have come to be recognized, even by some of the teachers and students at the Law School, as worth nothing at all, though every holder of them is entitled immediately to practise as a barrister in 'Iraq.

The first thing to be done is to make the Law School a school for the training of lawyers, so that it will be able to take its place as a Faculty of Law in the University. This will mean restricting the entrance to those who have reached the requisite educational standard—a necessary but unpopular restriction. Next, if funds are available, a separate course of instruction should be provided for Government functionaries. Those who treat higher education simply as a short cut to advancement, and claim the right to enter a higher school without any previous training, will have to be discouraged.

A successful attempt has been made this year, in September, 1924, to insist on a genuine standard for entrants. It still remains to provide a course for those who wish to become not lawyers but officials in such Ministries as Finance and Interior, or in other words, to provide a good general education above the secondary standard followed by the requisite amount of specialist training.

(c) SCIENTIFIC EDUCATION.

Scientific education in the higher branches is hampered by a shortage of money, buildings, teaching staff and students up to the necessary standard. The Engineering School, under the Ministry of Communications and Works, prepares boys for posts in irrigation, surveys and public works. It now has thirty-three pupils, and a preparatory class conducted by the Ministry of Education. With an expansion of staff it might become the nucleus of a Faculty of Engineering. But it is to be feared that its premature transfer may delay rather than accelerate this development.

The Department of Agriculture possesses at Rustumiyah, ten miles from Baghdad, an institute designed both for research and for teaching. The complete plan includes a hostel for students and quarters for teachers. But the sum allotted for these works in the Budget of 1924-25 was cut out, and an alternative proposal for a cheaper hostel is still under consideration. The institute was built and equipped at great expense. A comparatively small additional expenditure would make it available for teaching as well as research. This expenditure had hitherto been refused. Yet it is through teaching that the results of Agricultural research can be made of practical benefit to the country.

(d) MEDICAL EDUCATION.

Medical education has as yet not developed beyond small beginnings. A class for Pharmacists in Baghdad turns out Dispensers for provincial towns. If they exceed their functions and act as medical practitioners, they are at any rate more competent than barbers or old women to cure a disease. The Department of Health Services also does most valuable work in the classes of women for instruction in midwifery.

A proposal has been also worked out in detail for establishing a Medical School in Baghdad. The institutes for medical research are better equipped and better staffed in Baghdad than in any other place in the Middle East, and it would be a great boon to the country if these facilities could be used for training local doctors. The expenses of the proposal are small in proportion to its usefulness.*

10. Technical Schools.

The state of technical education is not entirely satisfactory. At Baghdad the school is well housed and well equipped, but not so well attended as it should be. The school at Basra, which was closed during the year 1922-1923, has not been reopened. At Kirkuk the attendance fell so low after the cutting off of

*Veterinary training is given at present by sending Iraqis to India, but there is a proposal for a Veterinary course in Baghdad in connection with the Medical School.

students' allowances that the staff of the school was transferred to Mosul in 1924. The school has, however, been reopened and subsidized by the Municipality, which pays allowances to students, the Ministry paying the teachers. The extension of the railway to Kirkuk may provide the incentive to technical training formerly provided by allowances, and, if that extension is accomplished, it may be worth while to maintain the school at Kirkuk. The school at Mosul, opened in May, 1924, now has 100 pupils. On the other hand an elementary technical school opened this year at Karbala, in deference to the wishes of a Karbalai Minister, has nine pupils.

The fact is that technical education has suffered even more than other branches of education from the substitution of local for British administrative control. The idea of improving the general standard of production by a nucleus of workmen who have received a systematic training, combining theory and practice, is incomprehensible to the ordinary 'Iraqi. He can understand a theoretical training, especially if it is limited to lectures on vague general principles and makes no demands on the physical or mental activities of the audience. But according to his ideas the business of a technical school is to make things, not to teach boys how to make things. He cannot understand a training based on a combination of theory and practice. And so popular criticism takes two forms: either that the school produces nothing, or that the boys have oily hands. A genuine technical school would be open to both these charges at once.

If 'Iraq is to be developed by foreign capital, skilled or semi-skilled labour will be needed. If it is not found in the country it will have to be imported. And yet the majority of local opinion is in favour of reducing the Technical School to the level of a Government carpenter's or blacksmith's shop, in which illiterate small boys are taught trades up to the general standard of the bazaar, and leave as soon as they can earn a living wage. As long as the school is under a British Principal this danger will be averted. But under the present dispensation the substitution of an 'Iraqi for a British Principal is only a matter of time.

From the beginning of the British Occupation, technical education has had to contend with other difficulties. In the first place the stopping of students' allowances exposed the fact, already suspected, that it was allowances rather than technical instruction that brought the pupils to the school. This is especially true in the case of Kirkuk, and additional proof of this is furnished by the fact that at the present moment only a very small percentage of pupils who have passed through that school are engaged in any work at all.

Another difficulty arises from the great increase in wages following the Occupation. The Technical Departments of the

Government need trained local personnel more than ever, and they can offer such personnel a career that should be attractive. On the other hand, government departments are obliged to be economical. The scale of pay which they offer to apprentices at starting compares unfavourably with the wages offered in the bazaar to unskilled labour. The attractions of guaranteed continuous employment with a pension at the end of it are less enticing than the prospect of freedom to drift from one job to another at a wage much higher than it should be. In time the advantages of government service in technical departments will be recognized, but at present they are not recognized. Technical education is provided gratis by the State, and it is reasonable that those who profit by it should be asked to repay the state by service when their period of training is over. Formerly an attempt was made to secure this service by making students sign contracts to serve the State for a definite period proportionate to the length of their training. But the extreme difficulty of enforcing these contracts led to the abandonment of the system. Nevertheless, as long as the Technical School in Baghdad, at any rate, tries to live up to its name, something must be done to secure co-ordination between it and the various departments, such as railways, which are the chief employers of those who qualify at the Technical Schools. At present the low educational standard of entrants to these schools forces the teachers to waste much time on elementary instruction. The students who leave the schools are consequently not so highly trained as they should be, in fact the bridge intended to span the gap between the unskilled supply and the skilled demand has not quite achieved its object. This is not the fault of the school. The gap is too wide to be bridged by a single school. The remedy will be found when boys are willing to enter a technical school after, and not instead of, a primary school, and it is to be hoped that the impetus to this will be given by the prospect of a career offered by companies founded for the development of the natural resources of 'Iraq. In the meantime the temptation to turn technical schools into juvenile workshops must be resisted.

11.—The Ma'had al 'Ilmi.

A remarkable educational development inside the country is the Ma'had al 'Ilmi. This was founded early in 1922 with two main objects—to provide books and newspapers which could be read by members at the headquarters of the Society, and to organize lectures on advanced subjects for adults and night-classes for illiterates. It was supported by donations and by members' subscriptions and was at first confined to Baghdad. The attempt to spread the movement in the provinces was checked by the action of Government, who suspected the political designs of its founders. This action by Government had the effect of altering the character of the Society. It now turned

its attention exclusively to the education of illiterates, and in imitation of the night-classes already conducted in Baghdad, similar classes were instituted in many towns and villages. The Society now claims to have 5,000 members distributed over Baghdad and 40 other centres. As a matter of fact, though the credit for the first impetus to these night-classes should go to the Society, the control and management of such classes in provincial centres is almost entirely in the hands of the Ministry. The night-classes are mostly held in school buildings, and the greater part of the teachers are Government school-masters. The subjects taught are chiefly Arabic reading and writing, English, Arithmetic, and Geography. The fee is nominally Rs.2 per annum from each student, but as a matter of fact probably most of them pay nothing. The expenses of the Society are met by fees, contributions from municipalities, grants in aid by this Ministry, and above all by donations.

In September, 1924, two new departures were made by the Ma'had in Baghdad. A Commercial School was opened, and night classes for women were started in six quarters. There is ample scope for a commercial school, but it is doubtful whether it will succeed, for those qualified to attend it prefer to make what they can as clerks, and the lowering of the standard of entry tends to reduce the school to the level of an ordinary primary school. On the other hand, the night schools for adult women, the mothers of boys and girls who attend Government schools by day, may mark the beginning of far-reaching social and educational changes. A nucleus of educated mothers would do much to solve the social, religious and educational problems of the country.

The students nearly all come from the working classes, and are debarred by their avocations from attending the ordinary schools. The progress they make is remarkable, and not confined to the youngest. There is no doubt of the value of the movement in broadening the basis of representative government. It is regarded in some quarters with suspicion because it is liable to be captured and used for political ends. As it is financially poor it is in danger of falling into the hands of any individual or party who is ready to pay for it. A small subvention from the Ministry of Education ought to avert this. From another point of view the movement has been criticized on the ground that it tends to upset the social order and hence the economic equilibrium of the country by making people discontented with their lot. If among the lessons it teaches it could also inculcate the lesson of the dignity of labour, this danger too would be averted. One of the curses of the East is the ideal of becoming a clerk in government employment. The ideal of Erasmus—the plough-boy singing the psalms in his own tongue as he follows the plough—has not yet been realized in the East. In Iraq, political and economic conditions demand a literate working class, and it remains to

be seen whether literacy and labour can be combined. Whatever the real motives of the founders of the Ma'had al 'Ilmi, this is the combination they must be persuaded to work for.

12. Non-Government Schools.

The non-government schools have shown a tendency to conform to the Government primary schools syllabus, and have been given financial support, according to their needs and their efficiency, as far as shortage of funds permitted. There is at present on the anvil a draft law for the control by Government of private schools. This draft law is little more than a compilation from different laws enacted in Turkish times. As these laws are scattered over a series of years, it has been thought better to codify them. The control of these private schools by government is desirable chiefly on two grounds :—first, because, as secondary education is directed and organized almost entirely by government, there must be some uniformity of standard in those pupils, whether from government or private schools, who proceed to secondary education ; secondly, in the interests of nationalism some supervision by government is essential in the case of these schools representing a foreign race or creed. It is hoped, however, to exercise this supervision without interfering with the special aims and purposes of private schools.

The American Mission School at Basra still continues to provide in its upper classes an excellent secondary education. The personal influence of Mr. Van Ess makes it as an educational and a moral force unique among the schools in the country, and it is hoped that neither legislation nor any force will do anything to obstruct an influence so entirely beneficial.

The Alliance and other Jewish schools in Baghdad are the largest in the country. Though they are still overcrowded and in some cases inadequately staffed, and though they still pay too little attention to certain necessary subjects, they have generally speaking made a great advance in the teaching of Arabic. At the present moment it is the lack of money, rather than the lack of will, that prevents them from doing full justice to the natural intelligence of their pupils.

13. Shaikhs' College.

A residential school for the sons of Shaikhs has been included in and afterwards cut out from every Budget since 1920. The need for combining tribesmen and townsmen for political purposes into one harmonious whole is now greater than ever. An educated aristocracy among the tribes would do much to reconcile them to a more modern form of government. A Shaikhs' school appeared for the fifth time in the Budget for 1924-1925. It would be costly, but the co-operation of the tribes in the government of the country is worth paying for.

14. Girls' Schools.

The demand for girls' schools has increased. It has also become a more intelligent demand. It is coming to be recognized that the backwardness of female education is a real handicap to the intellectual, moral and physical development of children, and imposes a serious burden on the State. Intelligent mothers could do much of the work that now either falls on schools or else is not done at all. The difficulty is to meet the demand. Trained local teachers practically do not exist. Of those who attend the girls' training centres at Baghdad and Mosul, many have no intention of taking up teaching. On the other hand, the importation of trained teachers, even if they are Mohammedans, from Egypt or Syria is opposed to the spirit of *ξενηλασία* which is one of the concomitants of 'Iraqi nationalism.

15. Physical Training.

The improvement in the standard of physical training in the last three years is so marked that it is legitimate to assume an advance from year to year. The instructors have begun to realize what it ought to be, and the result is an improvement in the discipline, the cleanliness, and probably also the physique of the boys. Football has become extremely popular with the older boys. They play it with a surprising measure of skill and some of the right spirit. The latter does not appear as yet to have permeated the spectators. It is unfortunate that the scarcity and inaccessibility of grounds, and various other causes, still prevent its spread among the smaller boys.

16. Boy Scouts.

The Boy Scout movement, which is carried on in practically every school in the country, does not yet quite make up for the absence of games. Since the movement was made more independent of government management and government financial support, and forced to stand on its own legs, it has made some approach to the ideals of its founder. At the best it will teach the youth of the country practical and moral lessons not to be learnt in any other way; at the worst it makes them march about with uniforms and drums in the open air, instead of playing in unhealthy houses or unhealthy streets.

17. Dangerous Tendencies.

It remains to indicate what appear to be the chief dangers in the way of a proper educational development in 'Iraq. The increasing control of education, as of other activities of the government, by 'Iraqis makes it necessary to dwell chiefly on those

dangers of which 'Iraqis themselves are least aware. One danger is the belief held by nearly all, except the most obscurantist, that there is no limit to what education can do, and no limit to the money that might profitably be spent on education. There is no risk of too much money being spent on education, but there is real danger in the belief in unlimited education as the cure for every ill. Education is one of the influences, perhaps the most important influence, in the creation of sound citizenship and morals, and of industrial efficiency. But even the best educational system in the world cannot produce results immediately, and must therefore conform to the real, and not to the imaginary, economic, political and social needs of the country.

The overcrowding of the clerical profession, and consequent unemployment in a class productive of political agitators, is one of the results which may follow the uncontrolled spread of education. In 'Iraq this would entail a further evil. In a country where the population is so small, the overcrowding of one profession means the depletion of another. This result would be disastrous where the labour of every available native workman is required for that economic development of the country which stands between it and bankruptcy.

An even greater danger, because it is bound up not only with education but with the whole psychology of the people, is the belief in false standards of value. This is the result partly of inexperience of the conditions prevailing in other countries, partly of a kind of misguided patriotism which, instead of setting about to improve defects, prefers to deny their existence and accuse those who call attention to them of a want of patriotism. The consequence of this in education is that it is difficult to convince most 'Iraqis either that there is a real difference between high and low standards, or that there is any danger in allowing the intrinsic value of a thing to fall below its face value. The 'Iraqi judges whether a school is up to a secondary standard not by the standard of instruction in it but by the name over the door. In his eyes, what makes a man a competent doctor is the possession of a certificate, and not the long years of theoretical and practical training which the possession of such a certificate ought to imply. It is not safe for any independent country to be knowingly content with the third-rate. But to mistake the third-rate for the first-rate is even more dangerous. To persuade people that a little of the real thing is worth more than an expensive sham is an ungrateful but a necessary task.

"How can he get wisdom that holdeth the plough, and that glorieth in the goad, that driveth oxen, and is occupied in their labours, and whose talk is of bullocks?" To this question, put as an unanswerable question in the days of Solomon, the economic and political state of this country makes it imperative to find an answer.

18. Statistical Tables.

(a) Number of schools, pupils, etc.

(b) Distribution of weekly periods allotted to subjects in Primary Schools, Secondary Schools and Training College.

A.

Government Primary Schools (Boys and Girls).

Year.	Baghdad Area.	Mosul Area.	Basra Area.	Kirkuk Area.	Euphrates Area.	Total.
Schools—						
1922-1923	58	68	31	14	—	171
1923-1924	65	72	38	24	—	199
1924-1925	54	73	37	24	17	205
Staff—						
1922-1923	234	258	125	63	—	680
1923-1924	265	255	140	66	—	726
1924-1925	237	254	153	70	73	787
Pupils—						
1922-1923	5,445	6,789	2,995	1,369	—	16,598
1923-1924	6,147	6,417*	3,290	1,594	—	17,488
1924-1925	5,769	6,289*	3,485	1,474	1,386	18,408

*Decline in numbers due chiefly to two causes:

- (1) Those below age for entrance, though still allowed to attend school, were, after 1923, no longer registered as regular pupils. Total present number of unregistered pupils in Mosul Area, 859.
- (2) Withdrawal of certain schools from the Mosul Area to the Kirkuk Area.

Government Primary Schools for Girls 1924-25.

Year.	Baghdad Area.	Mosul Area.	Basra Area.	Kirkuk Area.	Euphrates Area.	Total.
Schools—						
1922-1923	4	19	2	3	—	28
1923-1924	5	18	2	2	—	27
1924-1925	7	19	2	2	—	30
Staff—						
1922-1923	17	81	6	5	—	109
1923-1924	31	73	6	4	—	114
1924-1925	42	75	11	4	—	132
Pupils—						
1922-1923	544	1,797	331	169	—	2,841
1923-1924	843	2,230	292	92	—	3,457
1924-1925	1,153	2,197	272	95	—	3,717

Government-Aided Schools (Boys and Girls) 1924-1925.

<i>Year.</i>	<i>Baghdad Area.</i>	<i>Mosul Area.</i>	<i>Basra Area.</i>	<i>Kirkuk Area.</i>	<i>Euphrates Area.</i>	<i>Total.</i>
<i>Schools—</i>						
1922-1923	26	5 plus 10 mosques	8	—	—	49
1923-1924	22	4	4	1	—	31
1924-1925	21	4	8	—	6	39
<i>Staff—</i>						
1922-1923	273	40	47	—	—	360
1923-1924	232	21	43	2	—	298
1924-1925	239	21	56	—	37	353
<i>Pupils—</i>						
1922-1923	7,622	1,083	1,038	—	—	9,843
1923-1924	7,306	394	1,083	41	—	8,824
1924-1925	7,886	328	1,497	—	606	10,317
<i>Total of Grants- in-Aid in Rupees—</i>						
1922-1923	37,500	7,200	13,200	—	—	57,900
1923-1924	20,480	3,200	4,800	320	—	28,800
1924-1925	26,950	4,050	7,050	—	4,900	42,950

*Number and Distribution of Government Schools (Boys and Girls)
in which the language of instruction is other than Arabic.*

<i>Area.</i>	<i>Number.</i>	<i>Remarks.</i>
Baghdad ..	Nil	
Basra ..	Nil	
Mosul ..	4	4 Assyrian.
Kirkuk ..	19	13 Turkish ; 6 Kurdish.
Euphrates ..	Nil	
Total ..	23	

*Number and Distribution of Non-Government Schools (Boys and
Girls) in which the language of instruction is other than Arabic.*

<i>Area.</i>	<i>Number.</i>	<i>Remarks.</i>
Baghdad ..	10	5 partly in French and partly in Arabic ; 2 Persian ; 2 Hebrew ; 1 Armenian.
Basra ..	9	3 partly in English and partly in Arabic ; 5 partly in French and partly in Arabic ; 1 Armenian.
Mosul ..	4	2 French ; 1 Assyrian ; 1 Armenian.
Kirkuk ..	1	1 Turkish.
Euphrates ..	5	1 Persian.
Total ..	29	

B.

Distribution of Weekly Periods in Primary Schools, Secondary Schools, and Training College.

Primary School Syllabus.

	1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.	6th Year.
Religion	6	5	5	4	3	3
Arabic language ..	12	9	8	7	6	6
Arithmetic	6	6	5	4	4	3
Geometry	—	—	—	1	1	2
History	1*	1	2	2	2	2
Geography	1*	1	2	2	2	2
Objects	2	2	2	2	2	2
Civics	—	—	—	2	—	—
English language ..	—	—	—	—	9	9
Arabic writing	—	3	2	2	1	1
Drawing	—	—	1	1	2	2
Handwork	2	2	2	2	1	1
Physical training ..	2	2	2	2	2	2
Singing	1	1	1	1	1	1
	32	32	32	32	36	36

*One hour combined.

Secondary School Syllabus.

	1st Year.	2nd Year.	3rd Year.	4th Year.
Religion	2	2	1	1
Arabic language ..	8	8	7	6
English language ..	7	7	7	7
History	2	2	2	3
Geography	3	2	2	—
Ethics and moral philosophy	—	—	1	3
Arithmetic	4	2	—	—
Geometry	2	2	2	1
Algebra	—	2	2	—
Trigonometry and topo- graphy.	—	—	2	1
Mechanics and cosmo- graphy.	—	—	—	2
General elementary nature study.	3	—	—	—
Physics	—	2	2	2
Chemistry	—	—	2	2
Biology (natural history) ..	—	2	2	3
Drawing	2	2	1	2
Physical training	1	1	1	1
	34	34	34	34

Training College.

Table showing the subjects taught in the Training College and the number of hours for each class per week.

<i>Subjects Taught.</i>	<i>Primary Section.</i>				<i>Elementary Section.</i>			<i>Remarks</i>
	<i>1st Yr.A</i>	<i>1st Yr.B.</i>	<i>2nd Yr.</i>	<i>3rd Yr.</i>	<i>1st Yr.A.</i>	<i>1st Yr.B.</i>	<i>2nd Yr.</i>	
Arabic language ..	8	8	8	5	8	8	5	
English language ..	3	3	3	2	—	—	—	
Pedagogy :								
Scientific ..	—	—	2	4	2	2	3	
Practice lessons ..	—	—	—	8	—	—	7	
Mathematics ..	5	5	4	3	6	6	4	
History ..	3	3	2	2	3	3	3	
Geography ..	3	3	2	1	3	3	2	
Physics ..	3	3	3	3	4	4	3	
Civics ..	—	—	2	—	—	—	2	
Religion ..	2	2	2	2	2	2	2	
Drawing ..	2	2	2	2	1	1	1	
Manual work ..	2	2	2	2	2	2	1	
Physical Training ..	2	2	2	1	2	2	1	
Arabic writing ..	2	2	1	—	2	2	1	
Songs ..	1	1	1	1	1	1	1	
Total ..	36	36	36	36	36	36	36	

VIII. THE MINISTRY OF AUQAF.

1. Assurance of Control and Administration.

The control and administration of Sunni Moslem Auqaf* in 'Iraq have been assured by vesting the responsibility for these Auqaf in a Minister who is a member of and responsible to the Council of State. Auqaf other than the Sunni Moslem, e.g., Jewish, Christian, Shi'ah, and the like, are not subject to Government control, hence this section deals only with the Sunni Moslem Auqaf.

2. Education.

The teaching of "Religion," which comprises Mohammedan theology and law, Arabic language and literature, mathematics, and Moslem history, continues on the traditional lines; in Baghdad alone, there are thirty-two teachers (*Mudarris*) in the receipt of salaries from Auqaf funds and similar appointments exist all over the country. This type of teaching is unco-ordinated and uncontrolled, the students are usually adults who desire to become mosque officials and are often in receipt of allowances from funds bequeathed for this purpose.

* Charitable bequests.

Under the new regime, an educational policy has been developed which is to provide elementary education for Moslem children by establishing children's schools accommodated and maintained by Auqaf and inspected by the Ministry of Education, secondary schools for boys who desire to devote themselves to a religious life, and higher education for the latter also.

The children's schools have been in operation four years now and are reported upon favourably by the officials who inspect them.

Secondary schools have been established in Baghdad, Basra, Kirkuk, and Samarra.

Higher education has been established in the Al al Bait University where a Faculty of Theology has been instituted.

Teaching in the children's schools is free but students in the secondary schools and the Theological College receive allowances and most of them are boarded and lodged free as well.

In addition to the foregoing, Auqaf makes a monthly contribution to a private school in Mosul and one in Najaf.

For the present, owing to the continual fall in property-values and revenues, further building on the Al al Bait University is suspended, in the college already completed, the school of Theology and the school of Engineering are accommodated, and it is hoped that a school of Medicine will be established in the near future.

The table attached to this report shows the annual charge on Auqaf funds which this educational effort involves.

3. General.

The administration of Auqaf sustained a very serious set-back in 1923, from which it is not likely to recover fully for two or three years; it will only recover then if the policy developed in the years 1918-22 is followed faithfully in future. The principal causes of the set-back were the absence of the British Adviser from April to December on leave, and the resignation of the Director-General, Hamdi Effendi al 'Adhami, in April. The Ministry was thus left for three-quarters of the year without an official with the experience and influence necessary to maintain the policy in the face of the efforts made to change it.

In the middle of 1924, it was found impossible to pay salaries and debts; this led to the British Adviser taking over administrative control of expenditure and building schemes which he will retain until all debts are paid.

4. Ministers.

The portfolio of Auqaf was retained by 'Abdul Latif Pasha Mandil until December, 1923, when Ja'far Pasha al 'Askari formed a new Cabinet in which Auqaf was entrusted to Shaikh Salih al Basha'yan : both of these Ministers are Basrawis. On the formation of the Yasin Pasha Cabinet in August, 1924, Auqaf was entrusted to Shaikh Ibrahim al Haidari, formerly Shaikh al Islam at Constantinople, who held the portfolio at the end of 1924.

5. Revenues and Expenditures.

The revenues for the period under review were as under :—

<i>Period.</i>	<i>Revenues.</i>	<i>Expenditure</i>
	Rs.	Rs.
April, 1923 to March, 1924 ..	21,25,986	21,28,973
March, 1924 to December, 1924	12,66,995	13,60,605
	<hr/> Rs.33,92,981	<hr/> Rs.34,89,578

The 1922-23 figures were :—

April, 1922 to March, 1923 ..	Rs.20,65,437	Rs.24,63,999
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The surplus of expenditure was drawn from accumulated funds from previous years.

As regards revenues, the fall in property values has continued, as will be seen from the rentals of three large business premises in the business centre of Baghdad :—

<i>Year.</i>	<i>Khan Daftardar.</i>	<i>Khan Zurur.</i>	<i>Khan Urtma'.</i>
	Rs.	Rs.	Rs.
1921 ..	16,900	40,000	20,000
1922 ..	13,070	30,000	16,800
1923 ..	15,090	28,435	15,553
1924 ..	9,350	20,715	11,011

Fortunately, the rental-rolls were lengthened by the addition of new properties built from funds accumulated during 1918-20, hence the total revenues have not fallen so quickly as individual properties.

The amount available for the development of the properties and the repair of mosques is now very much reduced and the Ministry of Auqaf must now begin to retrench its expenditure in order to meet its obligations, for instance, the amount spent on the repairs of mosques for 1922-23 was Rs.10,46,000 ; 1923-24, Rs.2,33,200 ; April 1924 to December, 1924 Rs.1,63,212.

There are many buildings which are of great historical interest and which call for complete overhaul and repair which must now await better days.

It is estimated that the fall in property values will continue for another two years at least.

Statement of Allowances and Expenditure for Religious Schools controlled by the Ministry of Auqaf, 1924-25.

<i>Name.</i>	<i>Monthly allowance.</i>	<i>Yearly.</i>
	<i>Rs.</i>	<i>Rs.</i>
Higher Education—		
Baghdad		
Al al Bait University.		
Salaries	2,520	30,240
Allowances for students ..	440	5,280
Food allowance	95	1,140
Miscellaneous	250	3,000
Buildings and Repairs ..	—	73,152 9
Total ..	3,305	1,12,812 9

Secondary Education—

Baghdad

Kulliyah Imam al 'Adham.

Salaries	3,100	37,200
Salaries of students ..	1,000	12,000
Miscellaneous	200	2,400
Food allowance	1,200	14,400
Building and Repair ..	—	887 14
Total ..	5,500	66,887 14
Mosul, Madrasah al Islamiyah ..	500	6,000
Kirkuk, Madrasah al 'Ilmiyah ..	1,300	15,600
Basra, Sulaimaniya Rahmaniya		
Salaries	2,660	31,920
Installation expenses ..	—	3,720
Total ..	2,660	35,640
Samarra Madrasah 'Ilmiyah ..	311 14	3,742 8

<i>Name.</i>	<i>Monthly allowance.</i>	<i>Yearly</i>
Elementary Education—	Rs.	Rs.
Baghdad		
<i>Baba Gurgur</i>		
Salaries	185	2,220
Miscellaneous	10	120
Building and repair	—	1,499 2
Total	195	3,839 2
'Umariyah	195	2,340
Haidariyah	210	2,520
'Adhamiyah	278	3,336
Salman Pak	250	3,000
Najaf, Madrasah Gharah	250	8,000
Basra, Najat at Zubair	622 8	7,470
Manawi	240	2,880
Manawi installation expenses	—	260 }
<i>Al Sabiliyat</i>		
Salaries	240	2,880 }
Installation expenses	—	700 }
<i>Madrasah Tahdhib</i>	85	1,020
<i>Madrasah Muhailah</i>	240.	3,580
Total	9,994 14	1,95,477 8